

WARD: Central CONTACT OFFICER: Lewis Cook
SITE ADDRESS: Land At Temple Circus Bristol

APPLICATION NO: 16/06828/P and 16/06842/LA Outline Planning and Listed Building Consent (Alter/Extend)

DETERMINATION DEADLINE: 27 September 2017

Hybrid planning application and Outline application for the redevelopment of the Temple Circus site - part demolition, extension and change of use of the former Grade II Listed George and Railway Hotel, demolition of the Grosvenor, to provide 5,630 sqm (GEA) of creative office space (B1) with ancillary cafe/restaurant uses at ground floor level (A3/A4) and cycle parking. 2) Outline Consent for the refurbishment of the remainder of the site to provide up to 27,200 sqm of new office accommodation (B1), including up to 2,550 sqm of retail uses (A1-A5), public realm and landscaping works as well as site servicing and car parking (Major Application).

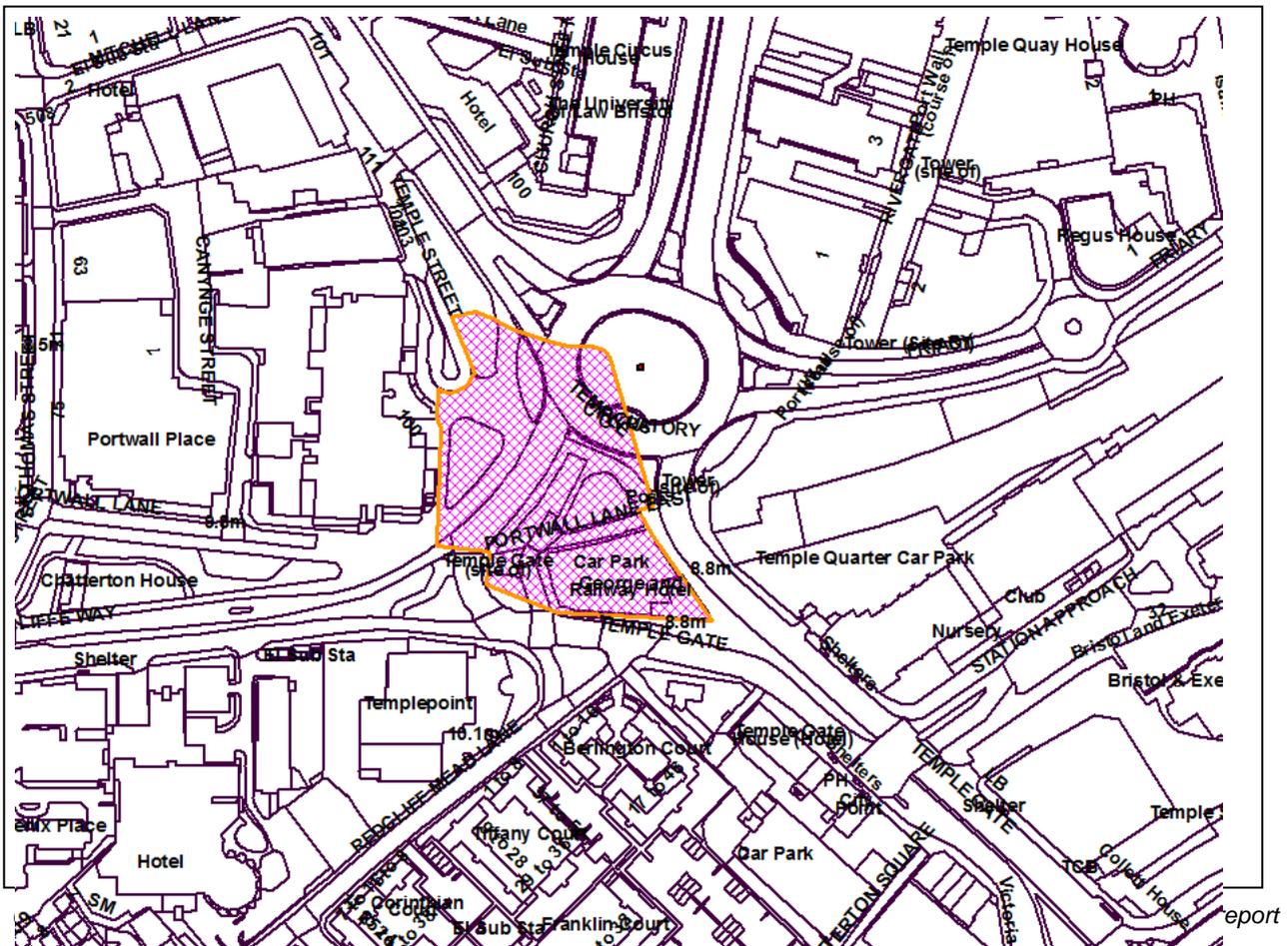
RECOMMENDATION: Grant

AGENT: GVA
St Catherine's Court
Berkeley Place
Bristol
BS8 1BQ

APPLICANT: SPD Temple Circus Ltd
C/o Agent

The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.

LOCATION PLAN:



Development Control Committee B – 14 March 2018**Application No. 16/06828/P and 16/06842/LA: Land At Temple Circus Bristol****UPDATE FOLLOWING DC COMMITTEE B – 8th NOVEMBER 2017**

Planning application no. 16/06828/P and 16/06842/LA were reported to committee on 8th November 2018. These applications related to the Grade II listed George and Railway Hotel, the local listed Grosvenor Hotel, and land recovered following the redesign of the Temple Way Gyratory System. The applications themselves included a hybrid application, including full details for the redevelopment of the George and Railway (known as Engine Shed 2), and outline details, include maximum floorspace and height parameters for the northern plot (known as Temple Square). The proposal is for an office based development (totalling over 32,000 square metres of offices), with some other commercial, town centre type uses on the lower levels. For information, the original report is appended below.

Members may recall that the report including objections from Historic England and the Victorian Society, and as a result the Committee were not in a position to resolve to grant permission, without first referring the application to the Secretary of State. As such, the resolution of the Committee was as follows:

That officers be instructed to refer both applications to the Secretary of State with the view that the Committee is minded to support them on the grounds that they feel the benefits of the schemes outweigh the harm with regards to Paragraph 133 of the NPPF. The Committee provided the following reasons in respect of their decision:

- (1) they note Historic England's concerns in respect of Heritage Assets but note that, if the building was left neglected much longer, it could fall down through lack of repair;**
- (2) delivery of Bristol Core Strategy Policy BCS8, by contributing to a sufficient and flexible supply of employment land and promoting the city as a place to invest;**
- (3) delivery of Bristol Core Strategy Policy BCS2, by creation of employment and active ground floor uses in wider mixed use development in the City Centre;**
- (4) delivery of Bristol Central Area Plan Policy BCAP6, by delivering employment space and bridging Temple Quarter with the rest of the City Centre**
- (5) delivery of Bristol Central Area Plan Policy BCAP35, by delivering employment led development, creating an exemplar for new initiatives and a hub for creative minded businesses on the site;**
- (6) the Committee believe that the proposal is a high quality design;**
- (7) there is a need for disabled access provision since the provision of accessible venues for the whole of the population is something that should be the Council's aim, as well as noting that there could be a breach of the Equalities Act;**
- (8) the Committee particularly noted the comments received from the Walking Alliance to ensure sufficient clearance to allow pedestrians and vehicles to interact and recommend that this be addressed by condition;**
- (9) there was no commercial demand for the existing old hotel building at the George and Railway;**
- (10) it was not reasonable to refuse a development to re-use a building which is almost completely beyond repair;**
- (11) the Committee also noted that a report concerning air quality would need to be provided prior to determination of the application.**

Since the original committee resolution, the application has been reported to the Secretary of State, and negotiations have been ongoing with the applicants regarding air quality and the section 106 package. As such, the purpose of this report is to update Members on the ongoing negotiations and to clarify the resolution to allow the City Council to enter into an appropriate legal agreement.

1. Firstly, Members are advised that the applications have now been reported to the Secretary of State, who has confirmed that the application will not be called in for a decision by the Secretary of State. As such, the City Council are now in a position to make a decision on these applications.

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2. With regard to air quality, given outstanding concerns from the Air Quality Officer a further Air Quality Assessment has been undertaken by the applicant, and submitted. This indicates that the original submission included an error in the number of vehicle movements associated with the development, and as such the estimate of additional vehicle movements on Newfoundland Way has been reduced from 1237 to 230. However, the proposal will still be increasing traffic movements along Newfoundland Way and result in a worsening of pollution in this location, when compared to the without development baseline. Given the predicted increase in traffic on Newfoundland Way and the significance of air pollution levels in this location in the National Air Quality Action Plan, the impact of increases in traffic in this location would be considered as significant.

As a result, in order to mitigate the impact the Air Quality Officer has recommended that the following measures are included within the development:

- The applicant should demonstrate that minimum bike parking and maximum car parking standards contained within the TQEZ Sustainable Urban Movement Plan (SUMP) are achieved on the site. Bike parking should be secure and covered on-site parking with associated shower, locker and drying room facilities for employees being provided.
- The Site Allocations and Development Management Policies Local Plan requirement states that for B1 business use: *'For schemes where ten or more car parking spaces are proposed, one electric vehicle charging point should be provided for every five spaces'* must be met by the applicant.
- The development proposal includes travel plans for both sites. The travel plans need to be revised in order to commit to those measures that are suggested as possible options in section 3 of the report in Tables 4, 5, 6, 7 and 8. The applicant will need to demonstrate valid reasons why elements of the Travel Plan are not implemented once the site is operational. The travel plans should also be revised to reference the correct number of bike parking spaces being proposed for the development.

It is noted that the fully detailed element of the proposal does not include any on site car parking (although some element of temporary parking will need to be provided prior to the construction of phase 2 to meet accessibility issues for disabled users). However, whilst the cycle parking provision in this element would meet the Local Plan requirement, it would not meet the higher standards set out in the SUMP. As a result, the applicant has suggested that a further seven stands could be provided within the public realm, providing 14 spaces. Whilst this is still 15 spaces short of the SUMP standards, and officers are reviewing the submission to assess whether any further contribution can be made, it is noted that this phase of the development is likely to come forward first, and in isolation would not lead to a significant detriment to air quality. As such, the shortfall can be further mitigated in the Temple Square part of the development.

Therefore, the above issues will be picked up as part of the details for the Temple Square development secured by the Reserved Matters applications, or by conditions on the outline consent. It is noted that the applicant has agreed to this in principle, and therefore there is no objection to the development on air quality grounds.

3. It is noted that the original report makes reference to financial contributions to secure and monitor a travel plan, and for a car club. As a consequence of further negotiation, it has been concluded that the requirements relating to the car club can better be addressed by condition, and therefore the following contributions have been agreed with the applicant, to be secured by way of section 106 agreement.
 - A financial contribution of £13,500 for the administration of a travel plan.
 - £5,395 fees for a Traffic Regulation Order.

Therefore, in order for Officers to issue a decision in line with the original Committee resolution it is recommended that the resolution is amended as follows:

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APPLICATION NO. 16/06828/P:

A) That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense, of a planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the applicant, Bristol City Council and any other interested parties to cover the following matters:

- i) A financial contribution of £13,500 for the administration of a travel plan**
- ii) £5,395 fees for a Traffic Regulation Order**

(B) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in recommendation (A).

(C) That on completion of the Section 106 Agreement, planning permission be granted, subject to relevant conditions.

APPLICATION NO. 16/06842/LA:

A) Application to be granted subject to relevant conditions.

The reasons for approval indicated by Members at the previous committee (points 1 to 10 listed above), should be noted as reason for approval for both applications.

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The application site represents an important and significant development opportunity on a central site close to Bristol Temple Meads. The site is partly formed by the Grade II listed George and Railway Hotel and the locally listed Grosvenor Hotel, and partly by land recovered following the redesign of the Temple Way Gyratory (works to which are currently ongoing). This report relates to two applications. The first of which is a hybrid application which includes full details for the redevelopment and extension of the listed George and Railway Hotel, and outline development for the northern plot, including the demolition of the Grosvenor Hotel and the new land created as a result of the highway works (ref. 16/06828/P). The second application is for listed building consent for the work to the George and Railway Hotel (16/06842/LA). The proposed development is for primarily an office based scheme, including commercial uses at ground floor level.

The site is located in the Bristol Temple Quarter Enterprise Zone, and is identified in the Spatial Framework as being a key site for generating the economic benefits associated with the Enterprise Zone. The site is also considered important in respect of delivering improvements to pedestrian and cycle links and to the public realm in what is clearly an important gateway to the city.

Notwithstanding this, the proposals have generated significant levels of objection. With respect to public comments on the application, the primary concerns relate to the proposed demolition of the locally listed Grosvenor Hotel. However, there is also a level of concern regarding the works to the listed building, and this includes an objection from Historic England.

In accordance with the relevant legislation, the Local Planning Authority are required to give 'considerable importance and weight' to the level of harm to heritage assets. Whilst officers are mindful of the level of benefits that the development will deliver, it is not considered that these benefits will outweigh the level of harm that has been identified by Historic England and the Council's Conservation Officer. As a result, the proposals are recommended for refusal.

SITE DESCRIPTION

The application site occupies a prominent position in Bristol City Centre, approximately 300m to the west of Bristol Temple Meads railway station. The site is bound by Temple Gate to the east, the Temple Circus Gyratory to the north and Redcliffe Way to the west and south. It covers 0.65 hectares and includes two buildings, both of which are currently vacant, and in a general poor state of repair. These are the George and Railway Hotel, a grade II listed former public house and hotel, and the former Grosvenor Hotel, which is not subject to any statutory protection, but is included on the Local List. The land to the north of this is essentially made up of highway land provided as part of the Temple Way gyratory. The City Council, as highway authority, are in the process of revising the layout of the Temple Way gyratory, which will release a significant area of land for development, and the northern element of the development will occupy this part of the site. Finally, there is a small element of highway land which sits between the George and Railway and the Grosvenor, which is currently used as car parking.

The application site is located within the Bristol Temple Quarter Enterprise Zone, and is thus identified in the Enterprise Zone Spatial Framework as a development opportunity, for a mixture of commercial office and business incubator space. It is also noted that the site forms a major transport node, particularly for pedestrians and cyclists, and the Spatial Framework indicates provision of a new public square, acting as a link between the main railway station and the City Centre.

The context of the site is largely commercial, which includes the Council's offices at 100 Temple Street, as well as a number of other office developments facing on to the Temple Circus gyratory. To the south of the site is the grade I listed Bristol Temple Meads Station Complex. The Station Complex

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currently also houses the Engine Shed, a business hub providing for flexible office space primarily aimed at business start-ups. Other uses in the area include hotels, and a small proportion of medium density residential development. The predominant building height in the area is 5 to 8 storeys, although there is an extant planning permission for a 9 storey office development neighbouring the site.

The site is within the Air Quality Management Area, and is also located with Flood Zone 2, as identified by the Environment Agency.

RELEVANT HISTORY

It is clear that both the Grosvenor and the George and Railway have been vacant for a number of years, and during that time there have been numerous attempts to redevelop the site. Most recently this includes the following planning permission:

09/03587/F: Demolition of The Grosvenor Hotel, Redundant Railway Viaduct, Arches and Vacant Taxi Office; Renovation and Change of Use of George and Railway Hotel to Cafe/Bar Uses (A3/A4) at Ground Level with Offices (B1) above; Creation of 6 storey Office (B1) Building and 26 basement car parking spaces and 6 Storey Mixed-Use Building containing Cafe/Bar (A3/A4) Use within Part of the Ground Floor, Offices (B1) above and Basement Parking for 22 cars, associated motorbike and cycle parking and works to enhance the Public Realm. (as revised on 7.1.10).

This application was also accompanied by a listed building application ref. 09/03585/LA, and was approved on 29th September 2010. This permission has never been implemented, and has since expired.

Prior to this, other unsuccessful applications for predominant office development of the site were made in 2008 and 2001. It is also noted that there have been a number of other applications at the site for smaller scale development, including for various adverts across the site. There is also a current application for the change of use of the ground floor and basement of the Grosvenor hotel to A1, A3 and A5 uses, under ref. 16/06157/F, which is pending consideration.

Finally, it is noted that a request for an EIA screening was made under reference 16/03357/SCR, where it was concluded that an Environmental Statement was not required for the current development. The decision was issued on 1st August 2016.

APPLICATION

This report refers to two applications, a hybrid application (part fully details and part outline) and a linked listed building application for redevelopment of the site for office development. With regards to the hybrid application, the fully detailed element relates to the works to the south of the Brunel Mile, which bisects the site, and relates to the works to convert and extend the listed George and Railway. The outline element of the scheme relates to the land to the north of the Brunel Mile, and seeks approval of access and maximum scale, with issues of appearance, siting and landscaping reserved for later consideration. This is on land essentially created by the rearrangement of the road layout in the area.

With regard to the outline element of the proposal the application has been submitted based on Masterplanning principles, to ensure that the elements of the scheme fit together. The outline element is designed to deliver 250,350 square foot (27,200 square metres) of office space, to be provided over three interconnected blocks. This element would see the demolition of the Grosvenor Hotel, and also provide for a new public square, in a roughly triangular format, sitting between the office buildings and

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100 Temple Street. This would also service as the service access for the development, via the existing service road which runs up to Victoria Street. The three proposed building elements would have a joint basement level, which would provide the main servicing area for the development, and the indicative plans also illustrate 42 parking spaces to be provided on this area. The illustrative plans also indicate these elements being linked at ground floor and first floor, with the public plazas, with retail type uses on these floors. Up to 2,550 square metres of A1-A5 uses are proposed over these floors. Above this the proposals would be more obviously split into three elements, with the plans showing these elements as being six, seven and eight storeys high. It is noted that this is a reduction from a maximum of 12 storeys in the original submission.

The fully detailed element of the proposal is designed to provide 5,630 square metres of flexible office space, partly within the existing George and Railway, and partly within a large extension to this building. This is designed with an extension to the facilities within the existing Engine Shed uses in mind (referred to as Engine Shed 2). The approach to the retention of the listed building is to demolish much of the interior of the George and Railway Hotel excepting the external walls and limited internal structural walls around the staircase (the latter removed). The exterior of the Grade II Listed building will be restored and a new facsimile roof created. The shell of the building will receive a new steel frame to support internal concrete floors and the new roof structure. This would be linked to a six storey (plus plant) extension by a two storey element, designed to provide a visual break between the extension and the original building. The lower two storeys of the building also have a different design approach, in deference to the listed building, with the upper storeys appearing as distinct glass and polycarbonate box. The lower floors are designed to have a more industrial character. These works are also covered by the linked listed building application.

The main access to the building would be from a regraded Brunel Mile which bisects the site. In order to provide level access to the building it is proposed to raise a short distance of the Brunel Mile at the point of the pedestrian access. It is not proposed to provide any car parking for this part of the development, with the servicing via the vehicle access referred to above, and across the public square.

PRE APPLICATION COMMUNITY INVOLVEMENT

The planning statement submitted with the application includes a Statement of Community Involvement, which highlights the following process:

i) Process

The principle means of pre-application public consultation on this development was through a public exhibition held on 30th November 2016. The event was advertised through a leaflet drop to over 1,000 addresses in the local area. The consultation material was also made available to Members at a later event in December. It is estimated that around 60 people attended the event, although only 13 were recorded on the attendance sheet provided. Opportunities were provided for attendees to provide feedback, and it is reported that 6 Feedback forms were submitted.

In addition to the public exhibition it is also reported that prior to the submission the developers sought feedback from Bristol Urban Design Forum, Historic England, the Environment Agency, The Engine Shed, Bristol City Council Major Projects Team, as well as a formal Pre-application being submitted to the Planning Section.

ii) Fundamental Outcomes

It is reported that the feedback forms submitted following the public exhibition all expressed support for the scheme, with the following highlighted as the key priorities for the site:

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- The redevelopment of the site which is an eyesore – being able to show the city region off as a dynamic centre of commerce/new technology;
- Approach to the public realm and pedestrian movement;
- Balanced approach to old and new in terms of design;
- The creation of more affordable office space.

As a result of the pre-application feedback the following amendments to the scheme have been made:

- Further work has been carried out to assess the feasibility of retaining more of the fabric of the George and Railway;
- A number of design changes to Engine Shed 2 have occurred to deliver active frontages and to ensure that the new build element would sit comfortably alongside the historic fabric;
- The building mass on the northern plot was rotated to continue views looking SE along Victoria Street, and to maximise pedestrian movements, 'indoor' public realm and active frontages;
- The site access has been moved from the south of the site to the north of the site (during the course of the application the access has been moved further to make use of the existing access to the site);
- The landscape and public realm strategy has been updated to take account of the BUDF comments regarding the creation of spaces which encourage 'dwell time';
- Further justification has been provided for the demolition of the Grosvenor.

The response to this from the Neighbourhood Planning Network is that 'For such a large and significant site, the community involvement carried out by the applicant has been particularly poor. There has been no attempt to follow the BCC Guidelines.'

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that the determination of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised by site notice, by advertisement in a local newspaper and by writing to 349 neighbouring properties. Following the receipt of amended plans the neighbours and contributors to the original submission were reconsulted. As a result of the consultation 76 representations were received in relation to the hybrid application, with a further 6 being submitted in relation to the listed building application. In large part these cover the same issues, and therefore are listed in their entirety here:

Of the consultation responses a total of four are in support of the application. These raise the following issues:

- The proposal will contribute to the economic growth of the area;
- The site has become an eyesore, being vacant for 20 years, and the proposal will positively showcase the city;
- The proposal will be to the benefit of traffic flow in the area;

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- The proposal is appropriate for the Enterprise Zone.

A total of 78 objections have been received and are on the following grounds:

Principle of Use (see key issue A):

- There is substantial empty office space in the area, and there is no need for anymore;
- There are a number of empty retail units in this area;
- The proposal is unsuitable.

Impact on heritage assets (see key issue B):

- The proposal would be harmful to the setting of the Grade I listed Temple Meads Station complex;
- The proposal would dominate the retained listed building;
- The former Grosvenor Hotel should be retained;
- The replacement development is not of the same quality, and is characterless.

Highways Issues (see key issues F):

- The proposal will exacerbate transport issues around Temple Meads;
- Servicing of the site from a basement below the Grosvenor is not supported by the owner of the Grosvenor.

Other Issues:

- The pre-application public consultation was inadequate as it did not include local groups such as TRESA (Officer Comment: These concerns are noted, but are not a determining factor on the application).

For clarity, all of the objections received raise concerns about the loss of heritage assets. These are variously listed just as historic buildings, specifically as the Grosvenor, or as listed buildings. For the purposes of these comments this has been taken as referring to the Grosvenor hotel, although it should be noted that the does not benefit from national listing (albeit it is on the local list).

An objection has been received from the **Conservation Advisory Panel** on the following grounds:

The Panel is disappointed with the quality and design of this scheme. The historic research undertaken for this application is poor. The Panel suggests that further research should be undertaken particularly regarding the site of the former Augustine Friary. It must be noted that the Grosvenor Hotel is on the Local List and is worthy of retention. Insufficient consideration has been given to the prominence, location and existence of the buildings on the island site in the centre of the Temple Circus road system. Very few Victorian and early C20 buildings associated with the former railway function of the wider area remain and therefore these buildings should be retained and celebrated in situ.

It is not considered that the location of a 14 storey building is suitable in relation to the context of the Grade I listed Temple Meads.

The Panel considers the adverse impact of this scheme will cause significant harm to surrounding heritage assets. The advice contained within the NPPF paras 128, 129, 132, 135 and 141 must be taken into account in the determination of this application in conjunction with the relevant suite of Local Plan policies.

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Separate comments have been received from **Bristol Civic Society** on the fully detailed element of the proposal and the outline scheme – objecting in both counts (although it is noted that these comments relate to the original submission).

In relation to the conversion and extension of the listed buildings the summarised comments are as follows:

The area around Temple Meads Station has long been a widespread concern. The architectural setting of the Station Approach gives the first-time visitor leaving the station a poor impression of the city. The area cries out for imaginative redevelopment and architecture that is informed by the surviving architectural context. The Society strongly supports the site's redevelopment but regrets that it cannot support the proposed, seven-floor equivalent, height of Engine Shed 2. The Society's primary concern is the impact of the development on the setting of the Grade 1 listed Temple Meads Old Station (the Old Station), a nationally important group of buildings, and the Grade II listed George and Railway Hotel (the Hotel). Whilst the Society welcomes the inclusion of the Hotel we are distressed at the way the Hotel will be overshadowed by Engine Shed 2. The mass of new building would render the context for the listed building meaningless. The retained Hotel would be reduced to a nominal gesture to the historic context. The Hotel would appear as an afterthought next to the mass of the new building. Similarly, the relationship between the proposed building and the Grade I listed Old Station would be out of scale. The massing of Engine Shed 2 would dominate the south side of the junction of the Temple Gate highway scheme and the setting of the Old Station. The Society supports an innovative architectural approach to the new development. The design of the glass cube attracted compliments.

With regards to the outline Masterplan for the northern element the comments are as follows:

The Society welcomed the Council's plan to realign the road junction to release land for development. It is encouraged to see proposals to bring forward this outstanding development opportunity made possible by the Temple Gate highway scheme. This is a major site in the Enterprise Zone. If this development succeeds it should encourage further investment to develop other sites that would transform the appearance and business activity in the Zone.

The Society regrets that it cannot support this ambitious scheme whose height and mass substantially conflicts with current planning policy. The proposed building mass maximises the development potential of the site without considering the local context. This approach contrasts unfavourably with the careful analysis of the local character and context set out in the Council's planning advice. The planning guidance seeks to achieve an integrated planning approach to deliver a vision for the area. A scheme that responds to the Council's extensive planning advice is required to achieve a successful development. The Society is not encouraged by the proposal to demolish the Grosvenor Hotel; a building locally listed for its architectural and artistic merit.

The Society suggests an alternative development philosophy. A closer grain scheme of buildings with a larger footprint, with lower heights and a redistributed public space could achieve the same or greater lettable space, an improved sense of place and be policy compliant.

Comments have been received from the South West Transport Network objecting to the loss of the Grosvenor Hotel. This also states that additional attention is required for bus shelter adjacent to the site, and quality Urban Design required for development close to Bristol Temple Meads.

The proposal was also presented to the **Bristol Urban Design Forum** during the course of the application. It is noted that the proposal had previously been discussed at the forum at pre-application stage, and the panel expressed disappointment that more of the issues that were raised at the time have not been addressed as part of the application, although it is noted that the extension to the George and Railway has been reduced in height, and the design has recognised the importance of

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the line of Victoria Street in its relationship with Temple Meads and the axis to Bristol Bridge.

With regard to the southern element of the scheme, the panel recognised that it was appropriate to create a building that exemplifies the reputation for Bristol in environmentalism, growth, enterprise and tech, and as such the Victorian building morphing into a high tech workplace is appropriate. The panel therefore supported the aesthetic approach, and considered that the Grosvenor Hotel was of insufficient architectural or historic merit to justify its retention.

However, the panel had reservations about the large blank panel of polycarbonate facing Redcliffe Way, which is in danger of being perceived more as hoarding than a high-quality finish.

With regards to the outline proposals, the panel had difficulty judging such a large and transformational scheme without more detail, and were not convinced that the blocks presented had been resolved enough to justify being finalised in their current form. The proposal is a significant departure from the Spatial Framework, and therefore a careful analysis of the impacts of the additional heights should be undertaken to justify such a departure from the policy. Concerns have been raised about tree loss, and emphasise the need to minimise tree loss and make as much space as possible for trees in the new scheme.

Whilst re-establishing Victoria Street as an open-air street at ground level would be beneficial, the panel were not convinced that the upper level concourse would be – it is difficult to think of a successful precedent in the UK.

The **Bristol Walking Alliance** have made the following comments regarding the proposal:

- There should be sufficient clearance between the buildings and the cycle path on Brunel Mile such that people entering and exiting the buildings do not interfere with clear passage. A width of at least 2.5 metres for pedestrians should be maintained;
- The primary north-south pedestrian route should be at least 3m wide;
- There should be a continuous level pavement whether the primary pedestrian route crosses the vehicle entrance to the car park;
- The highway at the Victoria Street/Temple Street junction should be raised to give a wide level crossing with pedestrian priority;
- It is not clear what provision is being made for access to the first floor retail area for those that cannot make stairs;
- At the southern end of Temple Street there should be barriers to stop vehicles diving south onto the public realm.

OTHER COMMENTS

The **Council's Conservation Team** have commented as follows:

Both the George and Railway Hotel, and the Grosvenor Hotel are identified as heritage assets, are protected under planning policy, and require sensitive integration within the proposals. Consistent with our pre-app response we are concerned by the proposal to façade the George and Railway Hotel, and require a conservation-led approach to retention of fabric and planform. Following a site inspection there's considered to be insufficient grounds to warrant partial demolition or the substantial harm this would cause to the building's special interest. Furthermore we restate that there is no support for the demolition of the Locally Listed Grosvenor Hotel.

We do not consider the current application demonstrates confirmation with Policy DM31. We would request an appraisal of the survival and significance of internal fabric and features is submitted in support of this application and justification made for the significant impact and harm the proposals

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may represent.

Whilst the applicant has sought to achieve BCO guidance for new office development this is not a national requirement. We do not consider that this should be achieved at the expense of any of the heritage assets and their loss is not justified. We do not support the proposal to demolish a Locally Listed structure without confidence that what might replace it is of an equal or better quality.

Inclusion on the Local List means its [conservation](#) as a heritage asset is an objective of the [NPPF](#) and a material consideration when determining the outcome of a planning application. Paragraph 135 of the NPPF states: *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”* We would not support the substantial harm caused by the complete demolition of this asset.

Proposals seek consent for the removal of the interior of the Grade II Listed George & Railway hotel. Whilst it is recognised that the external elevations are the highest significance elements of this building we believe that the existing fabric, planform and spaces all strongly contribute to its special interest. Specific to this is the location of the original staircase, the Ballroom with its ornate plasterwork, and the unusual shaped room at the leading corner of the building at first floor level. We would consider retention and restoration of these elements to be an essential minimum in any supportable scheme. There remains an opportunity to retain further elements of the internal fabric and ornamental features that are integral to the overall interest and significance of the asset. This can be achieved at the same time as delivering this new use for the building.

Following a site inspection, feedback from Historic England structural engineers, and the submission of further information there remains insufficient justification for the complete loss of this fabric within the new development. The applicant has been wedded to compliance with BCO guidance for modern office floor loadings without serious compromise to ensure the conservation of the building's special interest. A less harmful proposal for sensitive repair and restoration has not been considered, and there's been no demonstration that this would prove unfeasible or unviable.

Whilst the replacement of lost chimney or rooftop features in facsimile is welcomed as a way of increasing the presence of the historic building alongside the new build elements, this cannot be used as mitigation against significant harm posed to authentic and original fabric that form part of the special interest of the building. Whilst there is public benefit in bringing a building on the At-Risk register back into use it is a disproportionate response to seek demolition of the majority of that building.

We would support innovative adaptation of the existing building and fabric of both the George & Railway, and Grosvenor Hotels within future development of the site. We strongly recommend that proposals act to protect and enhance local distinctiveness and respond responsibly to the existing built form and scale of these assets.

The proposed demolition of the Grosvenor Hotel and large portions of the George and Railway Hotel represent “substantial harm” to these assets through loss of fabric, integrity, and special interest. Although not Listed the Grosvenor is a close partner to the George and Railway in both date and function. As such the Grosvenor is an essential component to the setting of the George and Railway, and, by association, the Grade I Listed Temple Meads station they both served.

The site's historic significance extends further than the designated assets above ground. The site of the former Temple Gate, alignment of pre-medieval Temple Street, the city wall defined as modern Portwall Lane, and the major C19th civic work of Victoria Street all have special significance in defining the parameters of the site. These interrelated features all contribute in a tangible way to local

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distinctiveness and legibility of this part of the city; they create an historic framework into which the proposed development should sit within and respond to. The current scheme fails to respond in a positive way to this context nor does it seek to better reveal the significance of these features.

The alignment of Victoria Street is a significant element in the setting of Temple Meads Station. The street was laid out purposefully to make a direct connection between Bristol Bridge and the station; its significance celebrated by christening of the street after the reigning monarch, and the setting-up of her statue at its beginning. The loss of the alignment of Victoria Street both damages the setting of the station and George and Railway Hotel, but also harms the umbilical relationship between the historic station and ancient core of the city it served.

Revised design proposals have been submitted that seek to reduce the massing, scale, and profile of the outline proposed offices. The impact of these upon key views has reduced the negative impact on the setting of St Mary Redcliffe church, and on the Conservation Areas. The degree of harm posed on those assets is considered to be low to moderate degree of unsubstantial harm.

The **Urban Design Team** have commented as follows:

Essentially the principle and general scale of the new building element is accepted in urban design terms. With regard to its overall concept and design, however there still remain some reservations related to the material specification, particularly on the south facing façade and related to the stair and service core. As suggested previously a more expressive design on this elevation would add a higher degree of visual interest and provide an improved backdrop to the Listed Building. An additional point that has arisen within the latest drawings is the scale of the rooftop plant which appears effectively as an additional storey. I am not sure if this is suggested as a zone within which the rooftop plant will be contained or as a detailed response, and it would be useful to clarify with the objective of ensuring that the rooftop plant is not overly, obtrusive particularly in longer views from the south. The new view from the East (view 1) also suggests that scale and detail of the roof top plant should be further scrutinised with the aim of reducing its bulk.

The conservation issues with regard to the George and Railway are included in the conservation note. I fully agree that the historic interior of the building should be retained and reflected in the final scheme.

With regard to the phase II outline part of the application. The revised LVIA suggests that the scale of the buildings proposed is more in keeping with the scale of the city centre generally. In saying that, the view from the station is the least satisfactory, and from this raised position the relationship with St Mary Redcliffe looks compromised. It is notable that there is no view from the Friary, which is from a lower vantage point and is likely to not be a favourable view of the development within its wider context and the setting of the Church. Notwithstanding this the building envelope presented as a uniform grey box is not the best way to appreciate the impact of any development on the site, and I am confident that a sensitive design of buildings within this envelope should be able to be achieved with a design that visually helps to contain the scale of the buildings and provides a finer grain of architecture. As part of this the retention of the Grovenor Hotel, certainly the original elevations, would help, and I agree with the conservation comments that the building should be retained and integrated within the development scheme. The footprint of the scheme and the response to the line of Victoria Street is also not entirely convincing at this stage raising a question about usefulness of showing this level of design development on such a prominent city centre site.

The associated public realm associated with the Phase Two (outline application) is also underplayed within this application. The aspiration to deliver a high quality public space associated with the development is not put forward, and as such the importance of this as a requirement should be reiterated and made explicit within any advice related to the follow up reserved matters application.

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The **Victorian Society** have commented as follows:

The need to redevelop this area should not be to the detriment of various designated and non-designated heritage assets, which would erode Bristol's distinctive local character. Temple Circus is an important gateway to the City. Beside the station complex it is an area devoid of any historic buildings. The grade II listed George and Railway Hotel and the locally listed Grosvenor Hotel that are subject to this application, as railway hotels, are exactly the sort of Victorian commercial buildings you would expect to find in this location. Both buildings would make a strong contribution to the streetscape, and it is therefore disappointing and short sighted that the redevelopment proposes to demolish one, and significant compromise the integrity of the other.

The Grosvenor Hotel has a very good quality façade and potentially an interior of some interest – the applicant has not supplied this information. It is by the architect Samuel Charles Fripp, whose other buildings include the Grade II* Bristol and Exeter Building at Temple Meads, and the Grade II* Church of St Peter, Bishopsworth. The Grosvenor fully merits its locally listed status, and it could be a borderline case for national listing. It is also interesting to consider the degree to which Fripp was responsible for the character of the area, given that he planned the new Victoria Street, and it would be pertinent for the only surviving building on the street, or possibly the only one that he designed, to be allowed to remain. It has great townscape value and adds much to the area's character – it is indispensable to the understanding of its historic development. We object to its loss.

The previous permission to demolish the Grosvenor Hotel has expired and was for an entirely different scheme. It is therefore not considered relevant to the current proposals, given that the building has since been locally listed. Historic England's guidance in local listing states that '*local listing can be a legitimate response to the threat of demolition*' and that '*the fact that a building or site is on a local list means that its conservation as a heritage asset is an objective of the NPPF and a material consideration when determining the outcome of a planning application*'.

With regard to the George and Railway the deteriorated condition of this building is noted, though it is suggested that this cause for the demolition of the majority of the building. It is a façade retention scheme with giant new floor plates to the office replacing the original floor levels. Such a significant loss of fabric and plan form should be considered to be substantial harm, and would need to be strongly justified. It is not an appropriate way to treat a listed building and the Society objects to this element of the proposal.

Bristol Temple Meads Station represents an outstanding group of railway buildings, each in fact deriving from what were three separate stations for different railway companies. Brunel's Great Western Railway is of course the most notable and is of immense historic importance. Brunel's surviving station building is described as '*easily the most complete survivor of the early provincial termini, and an exceptionally important one*'. The aforementioned railway hotels are very much part of the station's wider historic setting and their loss would arguably result in harm to the two grade I listed buildings.

Furthermore, we have reservations about the appropriateness of monolithic 6-12 storey buildings in the setting of these highly designated heritage assets. They are of a scale completely alien to the latter, and therefore would erode whatever sense of their historic context that remains.

The application sites are large and offer flexibility; a more interesting scheme might make the most of more evenly distributed buildings around a reinstated Victoria Street and Temple Street as the public and pedestrian highways. There is no better way to embed and integrate a new development in a historically sensitive area by rediscovering and adhering to medieval street patterns and Victorian town planning, which these respectively represent.

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Historic England have commented on the application as follows:

Whilst we recognise the benefits of bringing this important site back into active use, we are unable to support the current proposals. Based on the information submitted, the demolition of all but the facade of the Grade II George & Railway Hotel would cause substantial harm to the listed building and is contrary to both the *Planning (Listed Buildings and Conservation Areas) Act 1990* and to the *National Planning Policy Framework 2012*. The building would appear to be capable of retention and re-use, which would enhance the character of the *Temple Quarter Enterprise Zone* and provide a distinctive approach to the City from Bristol Temple Meads Station. We are concerned with the scale and detailed design of the new element next to the George & Railway, as well as the scale and outline nature of the proposals to the north of the site. The impact on the settings of the listed assets in the area, e.g. the Grade I Temple Meads Station and the Grade I St Mary Redcliffe Church, is also of concern.

We recognise the important strategic aims of the Enterprise Zone, and hope that a suitable, high-quality scheme can be brought forward; one which enhances the historic environment and meets everyone's aspirations for the area. Should the scheme be amended to retain the George & Railway, we would be happy to offer advice on the structural interventions required, in order to bring forward a scheme which we can support. However, given the impacts of the current proposals we object to the proposals on heritage grounds.

The site contains the Grade II listed George & Railway Hotel and the Locally Listed Grosvenor Hotel. It is also close to the boundary of the Redcliffe Conservation Area, and within the setting of the Grade I listed buildings at Temple Meads Railway station. The taller element of the proposals can also be seen in longer distance views, e.g. from Prince Street Bridge and proposals can potentially impact on the setting of the Grade I listed St Mary Redcliffe Church, and other designated and undesignated heritage assets.

Significance

The George & Railway is a prominent building when approaching Bristol from Temple Meads Station and along Bath Road. As the name suggests, the George & Railway Hotel was built as a hotel adjacent to the railway station. In that context it has aesthetic and historic value, and a degree of communal value. This is derived both from its external exuberant architectural expression and form (rendered detailing, statue of Queen Victoria, numerous dormer windows, etc.) and its internal features (spatial arrangement/plan-form, grand-staircase, remnants of plasterwork/skirtings/etc.).

Along with the adjacent Grosvenor Hotel, it therefore has a functional relationship with, and contributes to the setting of, the adjacent Grade I Temple Meads Station. Whilst the wider setting of the Station is varied, at 12 storeys (as originally submitted), these proposals would be taller than other buildings in the vicinity.

The site is an important "gateway", at the confluence of Victoria Street, Temple Way Redcliffe Way and the Brunel Mile. Thus any proposal will have a significant impact on peoples' approach to, and experience of, the setting Temple Meads Station. As noted previously, a proposal of this scale will be seen in the backdrop St Mary Redcliffe, whose setting is defined by lower scale buildings, adding to the prominence of its spectacular spire.

Impact

The reduction in height of the outline element reduces the impact of the proposals on the setting of the Grade I listed St Mary Redcliffe Church, when seen from the west. However, this element remains a potentially bulky addition in key views, such as those from Temple Meads/Friary and along Temple Gate and Victoria Street, impacting on the setting of Temple Meads Station. The proposals still

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envisage the loss of the Locally Listed Grosvenor Hotel, contrary to the Council's own policy and guidance.

The changes to the proposals to the Grade II listed George & Railway Hotel are relatively minor and **do not** address the significant concerns raised in any meaningful way. The retention of two internal walls does little to reduce the level of harm to the significance of the nationally important Grade II listed building. It is still proposed to retain only the facades of the building, removing all internal walls/partitions (now with the exception of two walls), floors, roof structure, staircase, etc. and replace them with a new internal, independent structure.

The applicant has presented no clear and convincing information to indicate that alternative less harmful approaches, to address the structural condition of the building, are not possible; nor have they sought to engage with us on exploring other options which would have a lesser impact on the significance of the listed building.

Despite its current condition the existing listed building is capable of reuse. The stated aim of reaching BCO floor loading of 3.5kN/m², assumes a 1kN/m² load for the addition of partitions in excess of the 2.5kN/m² recommended in BS EN1991-1-1. However this assumption is not required in the existing cellular plan layout.

Indeed, recent research (such as the *Institute of Structural Engineers'* paper - Conservation compendium Part 7: *Imposed load in historic buildings: assessing what is real* (2015)) typically shows that for cellular offices a floor loading of 1.5kN/m² is more than acceptable. Distribution of heavy loads can be successful planned and ideally located on ground floors.

The applicant has stated that (GVA Statement, dated 12 April 2017. Paragraph 1.16, sub-para. 8.03) "However, without draconian intervention, it is likely that the existing timber floors can only be strengthened to achieve 1.5 to 2.5kN/m² (30 to 50 lb./ft²) depending upon individual spans and weights." i.e. the applicant agrees that the building can be upgraded to reasonable office loadings.

This can be achieved by strengthening or doubling up the joists, and for longer spans (e.g. 7-8m) using engineered joists. We would not object to the re-introduction of walls previously removed on the ground floor to assist in shortening joist spans at upper level or introduction of downstand beams.

We understand from the applicant that the preferred tenant (Engine Shed II) has expressed a desire for some cellular office/meeting spaces, further undermining the case for retaining virtually only the façade of the Grade II building.

The suggestion of possibly introducing office partitions within the open plan offices (at an unspecified later date) to somehow reflect the demolished elements, is meaningless, given that the authenticity and integrity of the internals will already have been destroyed.

The application remains lacking in key information regarding the condition of the building, and as such cannot be regarded as convincing. There needs to be a structural report updating the original *Cameron Taylor* report, especially as the proposals differ from those at the time of that report.

Further ground investigation is required, as the depths of the existing foundations on all sides of the building are not understood, nor are the ground conditions around the building. Without this information the piling options and ground improvement options cannot be outlined, but it seems reasonable to assume that underpinning is a potential solution for existing walls (should existing foundations prove to be inadequate).

We recognise the need for the building to be brought back into use, and the contribution it can make to the success of the Enterprise Zone. We remain willing to work with the applicant and the Council to

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find a solution which achieves that without unjustified harm to the integrity and importance of the historic environment; a key component of sustainable development, as set out in the National Planning Policy Framework.

Historic England objects to the applications on heritage grounds.

The **Economic Development Manager** for the Enterprise Zone has commented as follows:-

Engine Shed 2, as proposed by Skanska in this planning application, will deliver directly 5630 sq m GEA of commercial floorspace. Application of Government guidelines on jobs to floorspace densities suggests this gives capacity to accommodate up to 370 jobs. Business incubation activities will directly support jobs and business growth. The building is expected to be delivered and operational within the next 2-3 years, consequently responding promptly to identified market need. This supports the delivery of policies:

- Bristol Core Strategy Policy BCS8, by contributing to a sufficient and flexible supply of employment land
- Bristol Central Area Plan Policy BCAP6, by delivering employment space
- Bristol Central Area Plan Policy BCAP35, by creating employment space in Temple Quarter
- Bristol Temple Quarter Enterprise Zone Spatial Framework's aspirations for the site, namely to create commercial office and business incubator space
- The West of England Local Enterprise Partnership's Strategic Economic Plan, by delivering an intervention specifically identified as a lever of growth and contributing to the delivery of the Temple Quarter Enterprise Zone.

Engine Shed 2 will support indirectly jobs and business growth in Bristol and the West of England, by a variety of means. Its business incubation activities will generate a stream of graduating companies needing space after they leave the building and with the strength they need to continue increasing the number of people they employ. Engine Shed 2 will also be the focus for a supportive cluster of businesses, all valuing and benefiting from being near to each other – to share ideas, gain intelligence etc. – that may increase their potential both to survive into the long term and grow. Engine Shed 2 will also provide facilities for use by businesses, including meeting room space, a café and a business lounge. All of these will offer space for “creative collisions” between business, academia and the public sector that enables the sharing of innovative ideas and thinking on how to take them forward, which itself may translate into jobs growth and the need for commercial floorspace. In addition, the effect and impact of Engine Shed 2 will be increased by striking new development in this key gateway location, with active frontages that draws people in. The aspiration is for it to make a striking contribution to the city's economic strengths, by being a clear demonstration of them and a memorable reference point for anyone interested in jobs and business development. All of these factors support the delivery of the following policies:

- Bristol Core Strategy Policy BCS8, by contributing to a sufficient and flexible supply of employment land and promoting the city as a place to invest
- Bristol Core Strategy Policy BCS2, by creation of employment and active ground floor uses in wider mixed use development in the city centre
- Bristol Central Area Plan Policy BCAP6, by delivering employment space and bridging Temple Quarter with the rest of the city centre
- Bristol Central Area Plan Policy BCAP35, by delivering employment led development, creating an exemplar for new initiatives and a hub for creative minded businesses on the site.

By generating a source of business rates and supporting business rates growth elsewhere through business development, Engine Shed 2 will further contribute indirectly to jobs growth, floorspace development and enhancements to well-being across the West of England. Business rates growth achieved in the Temple Quarter Enterprise Zone contributes to the West of England Economic Development Fund, administered by the West of England Combined Authority and Local Enterprise

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Partnership for investment in projects to support economic growth and well-being. This supports the delivery of the objectives of the West of England LEP's Strategic Economic Plan.

Engine Shed 2 will be a high profile building intended to promote economic growth and respond to identified market need. It will revitalise a historic asset that has lain vacant for some time, bringing it into use to deliver important benefits for the local community. This scheme will be developed promptly; without it, it is unclear whether or not development may come forward on this site in the medium term. This is believed to be particularly true in respect of interest in developing a hotel on the site, but it may well apply to office development too. In this context the proposals are supportive of the aspiration in the Bristol Temple Quarter Spatial Framework to refurbish the derelict George and Railway Hotel and connect it to wider development on site.

The comments of Knight Frank on both the importance of BCO floor loadings being achieved to enable flexible allocation of space and – most significantly – it being increasingly the case that occupiers seek BCO floor loading standards when looking for space are noted. Futureproofing, by ensuring its ongoing attractiveness to potential occupiers, will be important to give the Council enough confidence in the scheme's long term viability to take on the lease to enable Engine Shed 2 to locate on site. It is also important to note that current discussions on the use of grant funding to support the project suggest that its viability is tight.

Engine Shed has been developing and delivering programmes of activity to help develop in Bristol, a diverse workforce and diverse talent pool that employers can draw from both now and in the future. It is also building strong links with schools to introduce school age children both to work environments and the idea of innovation. It has also been active in stimulating the sustainable flow of private capital into small businesses to help them scale up and thus create high quality jobs for the youngsters it works with. Engine Shed 2 will provide the opportunity to both expand and develop further this strand of activity. This supports the delivery of:

- Bristol Core Strategy Policy BCS8, by helping to address barriers to employment
- The West of England LEP's Strategic Economic Plan, by helping to ensure that the Enterprise Zone is inclusive to all.

Engine Shed 2 also fits very strongly with the objectives of the Temple Quarter Enterprise Zone. It will support jobs growth that contributes to its target of 22,000 by 2043, floorspace development and business rates growth. It reflects a clear fit with the Mayor of Bristol's vision for the Zone, to "create a sustainable and flourishing new urban quarter for Bristol: a place that is welcoming to all – to live, work, enjoy leisure time and build on Bristol's strengths as a world class city". This is in line with the delivery of policies:

- Bristol Central Area Plan Policy BCAP35, by helping to create an Enterprise Zone that is employment led, acts as an exemplar for new initiatives and is a hub for creative minded businesses
- The Bristol Temple Quarter Spatial Framework
- West of England LEP's Strategic Economic Plan, by supporting the delivery of the Enterprise Zone.

Engine Shed 2 is also complimentary to emerging proposals from the University of Bristol to develop a Temple Quarter Enterprise Campus near to Temple Meads Station. Engine Shed 2 is seen by the University as a component part of the campus, which will itself contribute strongly to the delivery of EZ objectives – being likely to be a significant catalyst for future growth in the area – and all of the policies outlined in these comments.

Air Quality has commented as follows:-

Assessment has been made of the likely impacts from dust during the construction phase of the proposals. Mitigation of these impacts will be required. Section 8 of the air quality assessment outlines

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the level of mitigation required in light of the results of the dust assessment. With these mitigation measures in place, the impact from dust during construction will be acceptable.

Air quality Impacts from proposed on-site combustion plant have been screened out due to the proposed gas boiler being rated below the 300kWh assessment threshold in the IAQM/EPUK guidance.

The air quality at the development site in relation to the proposed use has been considered and found to be acceptable. It is welcomed that the applicant has however acknowledged that despite the air quality technically meeting the standards required for office use, that the building occupants would still benefit from air being drawn into the building via mechanical ventilation from locations of better air quality.

No assessment of the impacts from the predicted increase in vehicle movements has been carried out. Despite the limited on-site car parking provision, the Transport Assessment states that the development will potentially generate an additional 700 AADT which will utilise parking in locations nearby. Given the already very poor air quality in this part of the city, it will be important that the applicant assesses the effect that this significant increase in vehicle movements will have upon air quality within the Air Quality management Area. Given the level of development within this part of the city it is important that any assessment of air quality impacts from additional traffic takes into account the cumulative impacts from committed development in the area.

Contaminated Land Environmental Protection has commented as follows:-

The following conditions should be added to any planning permission.

A site specific risk assessment and intrusive investigation shall be carried out to assess the nature and extent of the site contamination and whether or not it originates from the site.

Prior to construction of each phase of development, no construction shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health has been submitted and approved.

If remediation is required, prior to occupation of the development, and following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be submitted.

In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it must be reported in writing to the Local Planning Authority.

Nature Conservation Officer has commented as follows:-

The George and Railway was subject to a bat emergence survey on 17th August 2016, and no bats were roosting in the building. However, the Grosvenor was not surveyed at the same time. Therefore, a further survey of the Grosvenor would need to be secured by condition prior to the demolition of this building.

Trees are proposed for removal. The Ecological Survey Report highlights the potential for birds to nest within the trees, other vegetation or on buildings. All species of wild birds, their eggs, nests and chicks are legally protected and therefore a condition requiring no site clearance in the nesting season is recommended.

Foxes have previously been seen on the site, which are protected by the Wild Mammals (Protection) Act 1996. Therefore, a planning condition is recommended that a check for active fox earths shall take

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place prior to development, and if an active fox earth is located, an appropriate mitigation strategy shall be submitted and approved in writing.

It is also recommended that bird nesting opportunities (built-in bird boxes) should be secured by condition.

In accordance with Policy DM29 in the Local Plan, the provision of living (green/brown) roofs is recommended to provide habitat for wildlife on the new build elements. Policy DM29 states that 'proposals for new buildings will be expected to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks.'

The applicant should be advised that all species of bats and their roosts are protected, and if encountered during construction work should cease and the Bat Conservation Trust contacted.

Flood Risk Manager has commented as follows:-

The outline drainage strategy is acceptable, we therefore have no objection to the proposal but request that the following pre commencement condition is applied:

The development hereby approved shall not commence until a detailed design, management and maintenance plan of surface water drainage for the site formed in accordance with the approved Drainage Strategy has been submitted to and approved in writing by the Local Planning Authority. The drainage system shall be implemented in accordance with the approved design prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

Reason: to prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

Sustainable Cities Team has commented as follows:-

Comments made on the original submission.

In order to demonstrate policy compliance it is recommended that the sustainability submission is expanded to cover the following issues:

- * Water efficiency measures;
- * How the development will minimise flooding through SUDs and blue and green infrastructure;
- * How the development will avoid climate impacts leading to increases in energy use;
- * The inclusion of a BREEAM Pre-assessment estimate would be helpful as an indication of the sustainability approach;
- * Overheating analysis to demonstrate how the building will operate under current and projected climate change scenarios;
- * The wind assessment should be expanded to include future climatic conditions;
- * The inclusion of the BREEAM Pre-assessment would be helpful as an indication of the sustainability approach;
- * Further information should be provided on the provision of space heating and cooling, and how this will be provided in future climate change scenarios, and how this will be maintained in operation;
- * Clarification on whether or not the proposal will be linked to the heat network;

It is noted that revised details have been submitted, and the proposal is now considered to comply with policy BCS14.

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Wales & West Utilities has commented as follows:-

Wales and West has pipes in the area. Our apparatus may be affected and at risk during construction works. Should the planning application be approved then we require the promoter of these works to contact us directly to discuss our requirements in detail before any works commence on site. Should diversion works be required these will be fully chargeable.

City Centre Projects (Public Art) has commented as follows:-

The planning submission 16/06842/LA is for a development of scale that triggers Policy BCS21 of the Bristol City Council Core Strategy which states Major Developments should deliver high quality urban design and: - enable the delivery of permanent and temporary public art, promoting a multi-disciplinary approach to commissioning artists in the design process (page 124).

Temple Circus is an important public site adjacent to Temple Meads close to Engine Shed and the Container Park and is within the Temple Quarter Enterprise Zone. The scheme comprises a series of significant buildings of scale, plus extensive landscape scheme. As such the development represents an important opportunity to develop a public art programme that will contribute to and enhance an important public space.

The material and documents provided with the planning application does not include a public art strategy or statement, however the Design and Access Statement does include a statement that public art strategy will be provided at Reserved Matters stage. Given that most of the design would be completed by submission of reserved matters and as such a public art strategy should be submitted with the current submission to inform the design that progress up to submission of reserved matters.

A public art consultant would work with the applicant and the design team to identify opportunities for artists relating to the buildings and the public realm, to identify programme and budget for the development of the public art works.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Planning (Listed Buildings and Conservation Areas) Act 1990

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017.

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

KEY ISSUES**(A) IS THE PROPOSAL ACCEPTABLE IN LAND USE TERMS?**

The application site is located within the Temple Quarter Enterprise Zone, and as such policy BCAP35 of the Bristol Central Area plan applies. This establishes the aims for the Temple Quarter Enterprise Zone, as an employment-led mixed use regeneration area. Amongst the specific developments allowed for in the zone include:

- At least 100,000m² of net additional high quality office and flexible workspace;

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- Up to 2,200 new homes including live/work space;
- Complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station;
- New walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods;
- Green infrastructure and public realm enhancements including the improvement of open space to serve the new developments.

Clearly, this allows for considerable flexibility in the delivery of development across the zone, although establishes a minimum provision of office floorspace and a maximum provision for residential accommodation. Whilst historically the site has been used for hotel/leisure use there are previous permissions for office development, and this has fed in to the policy designation. The policy also requires development to reflect the Spatial Framework for the Enterprise Zone.

The Spatial Framework is designed to be a 'living' document, which sets out a strategy and framework for meeting the policy aims set out above. It does not hold the weight of adopted planning policy for the purposes of section 38(6) of the Planning and Compulsory Purchase Act 2004, but it is a material consideration for the purposes of determining the application. This promotes the site for 'Business Emphasis development (B1)' use, and therefore the currently proposed office space is in accordance with the framework. Importantly, the Spatial Framework also indicates the provision of a new area of public open space on the site, as well as improvements to pedestrian and cycle routes across the site. All of these issues are accounted for within the current development proposals.

Clearly, the provision of nearly 33,000 sq. m. of office floorspace would contribute to meeting these policy aims. This proposal also includes flexible commercial floorspace at ground floor, which could at its maximum provide 2,550 sq. m. of A1, A2, A3, A4 or A5 uses. Whilst retail uses ('A' type uses) are allowed by the policy, it should also be noted that the site is within the central area, but not within the Primary or Secondary Shopping frontages. In accordance with the NPPF and policy BCS7 of the Core Strategy, whilst other town centres uses can be located anywhere within the central area, A1 retail uses should be directed to the Primary Shopping Frontages. However, policy DM7 and BCAP15 do allow for small scale retail (A1) units outside of those frontages for local needs, and this specifies that a small scale use is below 200 square metres. Larger retail units are only permitted outside of the Primary Shopping Areas where they will not be harmful to the vitality, viability and retail function of identified shopping areas. It is noted that the potential to exceed the 200 square metres relates to the outline part of the development, where the final layout is not yet known, and therefore there is potential to subdivide these units to meet the policy aims. However, for the purposes of this application it is considered reasonable to include a condition on any planning permission to ensure that no single retail (A1) unit exceeds to 200 square metres, without the permission of the Local Planning Authority.

The other potential alternative uses are food and drink uses, which need to be considered against policy DM10. This policy permits such uses, subject to the development not harming the character of the area, residential amenity or public safety, either individually or as a result of the concentration of uses. These issues are dealt with specifically in the key issues below. However, in respect of the concentration of uses, it is noted that there are currently few other A3, A4 or A5 uses in the surrounding streets. It is noted that cumulatively with other developments this proposal would result in a significant increase in the number of office workers in the area, and therefore these type of uses would be considered appropriate to support this type of working population.

It should be noted that policy BCAP31 encourages the provision of active ground floor uses, and the proposed uses would help to deliver these. Clearly the different uses proposed would result in different levels of activity, and A1 and A3 uses would be particularly beneficial in this regard. The Spatial Framework particularly identifies the Brunel Mile and the newly created public space as being a focus for these uses. In broad terms the indicative plans demonstrate that proposal would reflect the

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Spatial Framework in this regard. As such the proposed uses on the site are considered appropriate.

(B) WOULD THE PROPOSED DEVELOPMENT PRESERVE OR ENHANCE DESIGNATED AND UNDESIGNATED HERITAGE ASSETS, BOTH ON THE SITE AND NEIGHBOURING THE SITE?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of *R (Forge Field Society) v Sevenoaks DC* [2014] EWHC 1895 (Admin) (*Forge Field*) and in *Barnwell Manor Wind Energy Ltd v East Northants District Council*, English Heritage, National Trust and Secretary of State for Communities and Local Government [2014] EWCA Civ 137 it is made clear that where there is harm to a listed building or a conservation area the decision maker 'must give that harm considerable importance and weight' [48].

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Para.133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Further, Para. 134 states that where the proposal will lead to less than substantial harm, the harm should be weighed against the public benefits. These tests are relevant here as it is considered that the proposal would be harmful to heritage assets.

Policy BCS22 of the Core Strategy requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed, and conservation areas.

In this case the proposals would impact on a number of heritage assets, including directly impacting the Grade II listed George and Railway Hotel, and the locally listed Grosvenor Hotel, and the setting of the Grade I listed Temple Mead Complex, and the Redcliffe and City Docks Conservation Areas, including St Mary Redcliffe Church.

- George and Railway Hotel

The George and Railway Hotel appears to be contemporary with the laying-out of Victoria Street, but retains some evidence of an earlier manifestation in its western end. The external facades retain much of the original Italianate ornamentation though the building has been vacant for a number of years. The hotel is currently protected, and kept watertight, by a temporary roof structure erected over scaffolding. Historic England structural engineers have advised that this is freestanding and has little structural support of the historic walls.

Internally much of the original planform remains, especially at first floor level. The east side of the ground floor has been impacted by the bar being opened out into adjacent rooms, but the former ballroom on the west side of the building appears to survive, with a high degree of survival of ornamental plasterwork above a C20th suspended ceiling. The stairs remain in their original location, and whilst there are some later alteration and the balustrades panelled-over, they remain a significant feature of the old building.

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At first floor level the original arrangement of hotel bedrooms survives, but the most significant space is the unusual shaped room in the apex of the triangular building, directly facing Temple Meads station. This room retains a good degree of its original ornamentation. The attic story has been significantly damaged during the erection of the scaffolding structure for the temporary roof, however this has allowed the roof structure to dry out following repairs. The roof fabric has not been entirely replaced following these essential interventions.

The planform is integral to the special interest of this building and represents both its original use and a history of adaptation to continue that use. There are significant interiors retained which stylistically complement the external facades. The clear-spanning of floors across the original parts of the building is unusual, but gave the plans a great degree of flexibility in enabling small-scale hotel rooms to be built above larger reception spaces on the ground floor.

The applicant argues in their Statement of Significance that 'with a few exceptions the features that contribute to this character and significance are external comprising Victoria Street and Redcliffe Way facades and the 18th century fabric in the westernmost elevation'. This is partly based on the listing description which provides only limited comment on the interior, and the fact that the interior has been much altered, and it is argued that what is retained is relatively insignificant. However, neither the Council's Conservation Officer nor Historic England accepts this conclusion. Whilst amended plans have been submitted, which show the retention of some internal structural walls, the conclusion reached is that the level of demolition involved would result in significant harm to the significance and character of the listed building. This conclusion has been reached following a site visit from the Conservation Officer, Historic England and Historic England's structural advisor, who consider that more of the internal fabric identified above could be reasonably retained, and therefore the site could be developed with less harm caused.

As a consequence, the Local Planning Authority in considering the application have to apply the tests as set out in paragraph 133 of the NPPF, which are as follows:

Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

In this regard it is notable that the building has been vacant for some 20 years, and despite a number of attempts to redevelop the site it appears that there has been little success in respect of achieving a scheme which is both acceptable in planning terms and viable to the market. The applicant has sought to demonstrate that the level of harm is necessary to deliver development on this site, by comparing the proposals with a scheme that would deliver a more heritage focussed scheme, along with the development meeting the four tests above. The conclusion that the developer has reached is that the development of the heritage based scheme is unviable and undeliverable, and that the proposal would meet the relevant tests and therefore should be accepted, despite the level of harm caused.

However, the viability evidence submitted, whilst supporting the case that the retention of the historic fabric will make the development more expensive, suggests a difference in developer profit of £1,718,738. Whilst this is significant, a relatively minor increase in rental value would bring the

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development up to an acceptable level profit. Officers are concerned that the viability appraisal submitted by the applicant provides no justification for the rent level included within the statement, and this level appears to be substantially below market value for other similar accommodation (for example the rental value being achieved at 66 Queens Square – also built out by the same developers). In addition, the appraisal does not take into account the outline element of the development, which may well generate additional profits, which have the potential to subsidise the development of the George and Railway. In addition, whilst it is acknowledged that there are benefits in retaining the frontage of the George and Railway, the supporting statement also lists the benefits of the outline permission, and as such it is considered that the development should be treated in this respect as a single entity.

On the other policy tests, it is noted that the proposal would lead to the reuse of the existing building, albeit in a significant reduced form. The developer has explored grant funding, and none is available, and also there are significant benefits of the development, which are considered below. However, for the purposes of this section of the report it is not considered that the proposal meets the requirements of paragraph 133 of the NPPF.

- Grosvenor Hotel

The Grosvenor Hotel in a significant late C19th commercial hotel built contemporaneously with the nearby George and Railway Hotel and the freshly laid-out Victoria Street. This new thoroughfare was designed to give direct access between Brunel's Temple Meads Station and the city centre, by way of a direct and commodious route. In itself this alignment has significance, representing a major Victorian town planning intervention; one key to the development of the two hotels, and Temple Meads station, with which it connected. The Corporation stipulated that all new properties along the street were of brick, to ensure a uniformity of design along its length.

The importance of this as a heritage asset has been acknowledged, both in the Enterprise Zone Spatial Framework, which identifies the building for retention, and later by the inclusion of the building on the Local List. Added to this, the results of the consultation on the application highlight that the loss of this building is a significant concern. However, it is noted that neither of these documents offer statutory protection from demolition, which could be offered by national listing or through inclusion in a conservation area. Notwithstanding this, Paragraph 135 of the NPPF states that *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”*

In this case it is difficult to fully assess the value of this as a heritage asset, as it has not been possible to fully inspect the interior of the building. Notwithstanding this, it is evident that the building has been much altered and extended. The heritage statement submitted by the applicant describes the building as a ‘mediocre example of Victorian Commercial architecture, but has some historic and evidential significance as one of only two surviving buildings south of Counterslip from the layout out of Victoria Street in 1872’. Therefore, it is acknowledged that the building does have some significance as a heritage asset, and the complete demolition of the building would result in significant harm to this asset. However, the level of significance must be tempered by the fact that the building has not statutory protection, and in regard to this point it is noted that Historic England have commented on the application, and it appears that there is not presently scope to list the building, and therefore offer it that additional level of protection.

On this basis therefore it is considered that the building as it stands can only be regarded on the lower end of the level of significance, although as the loss would be total and the level of harm would be significant. It should be noted that the as well as its individual value the building also contributes to the setting of the Temple Meads complex, and this is assessed further in the discussion below. However,

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in this case the tests referred to above (para. 135), in considering the demolition of the building must be applied, and as such the Local Planning Authority are required to consider and weigh against the loss the benefits of developing the site. With this regard the general benefits arising from the redevelopment are discussed in more detail below.

- Setting of the Grade I listed Bristol Temple Meads complex

In addition to harm to the fabric of heritage assets development can impact on the significance on those assets by impacting on their setting. It is clear, in this case, that the development site is part of the setting of one of the most significant assets within Bristol, the Temple Meads Station Complex. Both the George and Railway and the Grosvenor Hotel developed alongside, and had a functional relationship with, the station. It is considered, therefore, that a redevelopment of the site which retained the significance of both buildings would be of benefit to the setting of the station, and the loss of either building would therefore result in some harm to the setting of the station.

However, the current condition of the site does rather diminish the benefits provided by these buildings. Both buildings sit on an island surrounded by significant highway infrastructure, and are in a relatively poor state of repair. This means that the relationship is much harder to read on the ground, and little impression is retained of the historic environment around the station, or the historic street pattern. In some ways this does mean that the loss of any further historic buildings should be resisted, it also means that there is significant opportunities to improve this environment, and thus contribute positively to the setting of the listed station complex. Therefore, whilst it is acknowledged that the proposed loss of significance in relation to both the George and Railway and Grosvenor will result in some harm to the setting of the station, it is not considered that this will be significant.

With regard to the new development, both Historic England and the Council's Conservation Officers have raised a concern about the impact of this on the historic setting. It is undoubtedly the case that the proposals will result in a significant change in scale in this location, and this will undoubtedly have an impact on the setting. It should also be noted that the changes to the road layout will also impact on this setting, and whilst the Conservation Officer comments has made reference to the reinstatement of Victoria Street, the changes to the road layout are already committed, and would not deliver this.

Turning first to the proposed extension to the George and Railway, which is a substantial six storey element, and would fail to achieve the level of subservience that would normally be expected from an extension to a listed building. However, it is noted that the previous planning permission for this site included provision for a substantial and dominating extension. In this case, the approach taken is to make the extension distinct, in both style and materials, from the historic structure, and also to have this as a modern representation of the goals of the Enterprise Zone. As can be seen from the consultation responses both City Design Officers and the Urban Design Forum support this approach. The large mass of the extension is set away from the historic building, and would have a relatively simple, lightweight design, which would not challenge the very ornate appearance of the historic structure.

In relation to the southern elevation of the building, which is the view from Temple Meads, the building has been designed as largely blank, with a polycarbonate screen sat directly behind the listed building. In these views it is certainly the case that the roof top plant would be quite prominent, and add additional bulk to the proposed extension. Whilst the intention is to create a blank canvas, against which the listed buildings will be viewed, officers remain concerned that the materiality of this element is not appropriate to the context, which will be emphasised by the extent of this material, and the large extent of the roof top plan would exacerbate these concerns. As such, it is considered that this design element needs to be developed further to achieve a more successful extension to the building. However, the applicant has suggested an approach which would incorporate public art into this façade, and it is considered that conditions can be used to develop the design further, and secure an

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appropriate material treatment.

The outline element of the proposal will also impact on the setting of the station complex, and the views assessment submitted with the application does provide some indication of the impact on the context. It is noted that the impact in terms of the immediate context is address relatively poorly in the submission. Notwithstanding this, it is noted that previous permissions on the site, whilst permitted in a different policy context, did allow a development of a similar height, and the views assessment does suggest that a building of the height proposed would be consistent with the context, and an appropriate density of development for a sustainable, central site. However, as with the comments above a concern is maintained that the development is at odds with the historic development of the area, and certainly significant benefits could be achieved through closer replicating the historic street pattern. However, given this element of the scheme is in outline only, the final design and layout are not finalised. As such, there is an opportunity at the reserved matters stage to provide clearer legibility on the eastern side of the site, providing a clearer link between the station and the city centre.

Overall, there will clearly be a significant impact on the setting of the station, and whilst it is unfortunate that the development does not seek to retain and reinstate some of the historic fabric in this area, the current setting of the station is not of a particularly high quality. As such, it is considered that the proposal would be harmful to the setting of the station, largely as a result of the loss of significance from the heritage assets on the site. However, given these existing environment is considered that the harm would be less than significant, and given the further design work to the extension to the George and Railway, and the fact that the proposals for the northern plot are in outline only, there is scope to further reduce the degree of harm. As such, in accordance with paragraph 144 of the NPPF, in assessing the application the Local Planning Authority have to weigh this harm against the benefits of the development, which are set out below.

- Redcliffe and City Docks Conservation Area, and Grade I listed St. Mary Redcliffe Church

The proposals will impact upon the setting and character of both the Redcliffe and City Docks Conservation Areas. The character appraisal for these areas establishes several key views which will be impacted upon by the proposals. Most specifically, the view from Prince Street Bridge eastwards towards the spire of St. Mary Redcliffe, and the view south down Victoria Street, though proposals may impinge on other established views. In particular, St. Mary Redcliffe holds an important position in the hierarchy of buildings in this area, and the relationship between the station, the church and the floating harbour is an important axis in understanding the historic development of the city.

With regard to these elements the impact of the development will largely be as a result of the outline element of the proposal. As stated above, given the changes to the scale of the proposal, it is considered that in the relevant views the development is more in keeping with the scale of other buildings in the area. However, given the views assessment submitted the views from the station complex to St. Mary Redcliffe are the least convincing. However, the views assessment does illustrate the importance of the Brunel Mile in maintaining the visual link between the Church and the station. Notwithstanding this, the proposals for the northern plot are in outline only, and it is likely at the reserved matters stage these views can be considered further, and there is scope at the reserved matters stage to achieve a more satisfactory relationship, and a high quality design for this phase of the development could result in some improvements in that setting. Therefore, again it is considered that this element would result in less than significant harm to the setting of the heritage assets.

- Benefits of the Development

Whilst the proposal will result in harm to heritage assets, with the exception of the loss of significance from the George and Railway, the harm is considered to be less than significant. As a result, the Local Planning Authority have to consider the benefits of the development, and whether or not this will outweigh the degree of harm.

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As stated above, the application site is an important site within the Enterprise Zone, and the delivery of Engine Shed 2 is considered to be key in delivering the economic benefits associated with this. As can be seen from the comments of the Economic Development team, it is expected that the proposed Engine Shed 2 development will deliver a number of jobs, along with additional benefits associated with the incubator type space. However, it does have to be noted that the whilst the development of the George and Railway has been designed with the Engine Shed 2 in mind, the application is for general B1 floorspace, and the design of scheme allows enough flexibility in terms of layout to ensure that it would be viable for an alternative occupier.

Notwithstanding this, the policy requirement for the Enterprise Zone is the delivery of 100,000 square metres of office space, and the Spatial Framework indicates this site as an opportunity for the delivery of office space. In addition, the quantum of office space proposed is in excess of that which is shown in the spatial framework. The current proposal would also deliver a number of other aims of the Spatial Framework, including a new area of public realm, the revision to the Brunel Mile, and significant improvements to the pedestrian and cycling facilities. It also has to be noted that the proposal would result in some benefits to the environment in that area, given that it would at least reinstate the façade of the George and Railway, and given the fact that the area is currently dominated by large scale transport infrastructure, would provide a more pedestrian friendly environment and a development appropriate to the context of a central site. These benefits clearly support policy aims for the site, and are a material consideration to be weighed against the identified harm.

Officers are therefore satisfied that where the harm is considered to be less than significant, there are benefits of the scheme which would provide justification for the level of harm. However, officers are not satisfied that there is sufficient evidence to demonstrate that these benefits could not be achieved without significant harm to the internal fabric of the listed building. As a result both the hybrid application and the listed building consent application are considered to be contrary to policy BCS22 of the Core Strategy, and the contents of the NPPF, and as such the application is recommended for refusal on these grounds.

(C) WOULD THE PROPOSED DEVELOPMENT HARM THE CHARACTER OR APPEARANCE OF THIS AREA?

Policy BCS21 of the Core Strategy promotes high quality design, requiring development to contribute positively to an area's character, promote accessibility and permeability, promote legibility, clearly define public and private space, deliver a safe, healthy and attractive environment and public realm, deliver public art, safeguard the amenity of existing development and future occupiers, promote diversity through the delivery of mixed developments and create buildings and spaces that are adaptable to change. The adopted development management policies reinforce this requirement, with reference to Local Character and Distinctiveness (DM26), Layout and Form (DM27), Public Realm (DM28) and the Design of New Buildings (DM29). The design policies in the draft Central Area Plan refer to issues that specifically relate the City Centre. Of particular relevance to this application is BCAP31, which requires active ground floor uses adjacent to the public realm.

It should also be noted that comments from Historic England suggest that the proposal falls to be considered under Supplementary Planning Guidance 1 on Tall Buildings. This sets out a number of criteria that require assessment for buildings of more than 9 stories or over 27 metres. Whilst the original submission was over 9 stories, even at the reduced height the proposal would still be over 27metres and therefore the SPD still applies. This sets out a number of criteria that require assessment for buildings of more than 9 stories, including the following:

- Relationship to context, including topography built form and skyline;
- Effect on the historic environment at a city-wide and local level;
- Relationship to transport infrastructure particularly public transport;

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- Architectural excellence of the building;
- Contribution to public spaces and facilities, including the mix of uses;
- Effect on the local environment, including microclimate and general amenity;
- Contributions to permeability and legibility of the site and wider area;
- Sufficient accompanying material to enable a proper assessment including urban design study/masterplan, a 360 degree view analysis and relative height studies;
- Adoption of best practice guidance related to the sustainable design and construction of tall buildings; and
- Evaluation of providing a similar level of density in an alternative urban form.

The application site is marginally beyond that which has been identified as being appropriate for a tall building in the SPD, although these details are indicative, and many of the same conditions apply to this site as apply to the area to the east, which is considered to be appropriate. In addition, the analysis of the site shows that the proposed development is not significantly larger than the immediately surrounding development, with nearby buildings being generally five to seven storeys, and permission previously granted for an eight storey building directly to the north west. It is also material that the application site marks an important nodal point, and is particularly important for wayfinding and legibility. On this basis some marginal increase in height over and above the background buildings is considered to be justified.

In addition the Local Planning Authority do need to consider the design quality of the scheme proposed, and whether it is an appropriate response to the context. In large part this is discussed in Key Issue B above. In short, the design approach to the extension to the listed building is supported, and whilst some concerns remain regarding the materiality of the extension and the roof top plan, although there is scope to control some of these issues by condition. With regard to the outline part of the site it is accepted that the overall height of the building is appropriate for the context, although the layout shown in the indicative plans would require further design work to make this acceptable. Whilst in the terms of the tests above it is not possible to conclude that the proposal will represent architectural excellence, or to assess issues such as microclimate, given the nature of the site, and in trying to deliver a consistent approach which would deliver important connections across the site, the masterplanning approach is supported. As such, it is accepted that the outline plans provide an appropriate level of detail to direct the development. Given the importance of the site it is considered that the proposal would need to be of a high quality design which acts as a gateway to the city, although there is an opportunity to secure this at the reserved matters stage.

It is also noted that the proposal will deliver a significant element of public realm. This would meet a policy aspiration for the site. However, it is noted that because of difficulties in accessing and servicing the site, the public realm will have to provide scope to service the site, and therefore achieve a number of competing goals. As such, a great deal of care will be required with the design to ensure that it will still deliver high quality public realm. The City Design Team remain unconvinced that the current proposals would achieve this, although again it is noted that these proposals are indicative only, and a fully detailed scheme has yet to be drawn up. As such, it is not considered that the proposal warrants refusal on these grounds.

It is noted that policy BCAP31 seeks active ground floor uses on primary pedestrian routes in order to activate the public realm. The current outline proposals suggest active uses at both ground and first floor levels. Whilst officers remain to be convinced regarding the benefits of first floor active uses, the ground floor provision would meet the policy requirements, and could be secured through conditions.

Ultimately, whilst the issue regarding harm to heritage assets remain, given the issues being considered in terms of design quality, it is considered that this is appropriate, subject to a suite of conditions to ensure an appropriate level of finish. Therefore, the proposal does not warrant refusal on these grounds.

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Policy BCS21 of the Core Strategy, as well as requiring development to be of a high quality design, also requires new development to safeguard the amenities of existing residents. In addition, policy BCS23 also requires development to be designed so as not to have a detrimental impact on the surrounding environment. Included within this is the requirement that development should not impact on the viability of surrounding uses through its sensitivity to noise or other pollution.

Firstly, it should be noted that the surrounding development is largely commercial in character, with the nearest residential property being 35 metres away from the nearest building. This is also in a southerly direction, so there would be no impact in terms of overshadowing as a result. Whilst the scale and density of the proposal is significant, given the level of separation and the orientation of the site it is not considered that the proposal would have a harmful impact on the amenities of the nearest residential properties.

The closer buildings to the site are largely in office use. In terms of impact from loss of daylight it is likely that only the Council Offices at 100 Temple Street would be adversely affected. Given the building is in commercial use the policy does not seek to protect the amenity of that property, however it does allow the Local Planning Authority to consider the viability of the commercial use of the site. In this respect, office uses are not considered to be especially sensitive to loss of daylight, and it is also material that the impact will only be for part of the day, for much of the year any impact will have passed by between 10am and 11am in the morning. As a consequence there is no evidence that the proposal will impact on the viability of the neighbouring use, and as such it is not considered that the proposal would merit refusal on these grounds.

It is also noted that the location of the development is to some degree a hostile environment, which is next to a busy road, which is both noisy and polluted, and the proposed tall buildings will impact on the wind environment around the site, which is likely to impact how comfortable the area is for pedestrians. The application was accompanied by appropriate surveys, and includes proposals to mitigate any potential impact. With respect to noise the site has been considered by the Council's pollution control team who have confirmed that they are satisfied that the site is an appropriate for the proposed use, and any impact can be controlled by condition.

With regard to air quality, it is noted that a revised report has been prepared, and is currently being discussed with the Council's air quality officer. The results of this will be reported to Members at the meeting.

It is also noted that the proposal includes potential for retail, and particularly food and drink type uses at ground floor level. Whilst this would contribute to the provision of active frontage, which would animate the new public square, policy DM10 also requires that consideration is given to the amenity impacts of the proposed uses. As these proposed uses are part of the outline element of proposal limited details have been provided at this stage. However, it is relevant that these proposed uses would not be directly adjacent to the nearest residential properties. Again, the pollution control team are satisfied that the appropriate mitigation can be provided, including appropriate restriction in hours, and subject to conditions to secure this mitigation it is not considered that the proposal would result in harm to amenity.

(E) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Development Plan policies are designed to promote schemes that reflect the list of transport user priorities outlined in the Joint Local Transport Plan, which includes pedestrian as the highest priority and private cars as the lowest (BCS10). In addition, policy DM23 requires development to provide safe and adequate access to new developments.

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As referred to above the site is considered to be in a sustainable location, with easy access to the city centre, and Temple Meads station. This is a focus for public transport, not only the railway, but also busses and ferries. The location of the site therefore means that the development would be accessible by multiple modes of transport, other than the private car, and this meets with the above policy aims.

However, it is noted that the highway network around the site already operates at a high intensity, and revisions to the network have been carefully designed in order to accommodate the conflicting users in this area. In particular, the area has historically catered poorly for pedestrians and cyclists. In addition, the revised highway layout needs to incorporate provision for metrobus routes and stops (as has previously been permitted). This makes accessing and servicing the site very difficult, and various options have been considered for this. As a result of this the only access that the Council's highway officers are satisfied is safe and appropriate for the intended purposes is the current access from Victoria Street to Temple Street (which provides the current access to 100 Temple). Revised plans have been submitted which show the use of this access, and the highways team are satisfied that this is acceptable. However, the consequence of this is that the development would need to be serviced from the public square. This is clearly not ideal, and there is certainly some potential for this to lead to conflict between pedestrians and vehicles. Unfortunately, it is not considered that there is scope to provide an alternative safe access, and therefore it will be necessary for this potential conflict to be carefully managed. Given the design of this element is reserved for later consideration, and the management can be secured by condition, it is considered that this approach is acceptable for the purposes of the current application.

Notwithstanding the limited car parking proposed for the development and the sustainable location, the analysis submitted with the application suggests that the highest proportion of trips will be made by private car. However, given the limited availability of parking on site those car journeys are likely to be dispersed across a range of sites. It is also noted that the highway network adjacent to the site has been remodeled, and it is argued by the applicant that this has been designed to accommodate the additional traffic flows associated with the development of the Enterprise Zone. The Council's highways team accept that the impact of the additional traffic associated with the development would not be severe. As such, there is no objection to the development in principal, on highway grounds.

It is noted that the proposed car parking, at 60 spaces, for the development is well below the maximum provision allowed for in the development plan. Given the very sustainable location of the site it is considered that the site is accessible by a number of modes of transport, and indeed the construction of the metrobus route would make the site more accessible. However, as referred to in the above paragraph, analysis of the development does suggest that a large number of trips to the site will be made by private car, and this will have an impact on the car parking capacity close to the site. It is noted that the applicant has identified a number of city centre car parks that could accommodate the additional vehicles, although it is considered that the most significant impact will be on those car parks that are close to the site, and no evidence has been provided regarding the capacity of these car parks. However, notwithstanding this the highways team have not raised an objection on this basis, and to a degree this will be self managing.

It should be noted that the impact, both in terms of vehicle movements and car parking, can be mitigated in part with the use of a travel plan for the proposed development, to encourage the use of alternative modes of transport. The submission was supported by a framework travel plan, which is broadly supported by the highway officer. In order to monitor the travel plan a fee of £13,500 has been agreed with the applicant, and this will need to be secured by a s.106 agreement. In addition, it is proposed to provide a policy compliant level of cycle parking as part of the development, and a contribution of £10,000 for a car club. These measures are therefore supported.

It is noted that the layout of the metrobus stop on Victoria Street has changed since the application was submitted, although it is not clear whether or not the design has been finalised yet. This has the

Appendix 1**Report to Development Control Committee B – 8 November 2017****Application No. 16/06828/P & 16/06842/LA: Land At Temple Circus Bristol**

potential to create a pinch point with the northern corner of the development. However, as this element of the development is in outline only the final layout can be resolved at the reserved matters stage. As such, there is no objection to the development on these grounds.

- (F) WOULD THE PROPOSED DEVELOPMENT BE AT RISK FROM FLOODING, HAS A SEQUENTIAL APPROACH BEEN TAKEN TO LOCATING THE DEVELOPMENT, AND WOULD IT INCREASE THE RISK OF FLOODING ELSEWHERE?

The application site is partly in flood zone 2 as identified by the Environment Agency. The NPPF and policy BCS16 require that a sequential approach is taken to the location of development, locating developments in areas with the lowest risk of flooding first. However, the site is also allocated for development by virtue of policy BCAP35, and that allocation in itself has been sequentially tested. Whilst there is still a need to locate developments with the allocated area in areas of lowest flood risk, it is noted that much of the Enterprise Zone is at risk of flooding, and at a higher risk than this site. Therefore, in order to meet the ambitious development targets for the Enterprise Zone, Less Vulnerable uses (such as offices) will need to be developed on site in Flood Zone 2 (and potentially on Flood Zone 3). In addition, the Strategic Flood Risk Assessment for the area indicates that the flood risk is higher to the north and west of the site, with the majority of the development to the south and east, showing that a sequential approach has been taken to locating the development on the site.

In addition, where development is to be located in areas liable to flood it does need to be designed to offer appropriate resilience and protection to the proposed occupants. The Central Area Flood Risk Assessment predicts that the appropriate flood design level, taking account of climate change, for 2060 (the likely lifespan of a commercial building of this nature) would be 9.4 metres above ordnance datum. With regards to the Engine Shed II proposals, this has been designed where the usable floor space would be at 9.4 metres above ordnance datum, and therefore would be safe from flooding. In order to provide flush access to the development at this point this requires raising the Brunel Mile where adjacent to the building, as well as the floor level in the existing building. With regard to the raising of the Brunel Mile, the Council's highways team have raised a concern that this would result in issues with this part of the site draining on to the existing highway. However, given that this part of the site is an adopted highway, a section 278 agreement would be required to carry out these works, details of the drainage would be covered by this agreement, and therefore there is no objection to the development in these grounds.

For the outline part of the site limited information has been provided at this stage. However, it is considered that the recommendations of the submitted Flood Risk Assessment do provide an appropriate basis for designing the outline element of the scheme. Full details of the flood resilience and mitigation measures would be expected at the reserved matters stage. It is noted that the Environment Agency have been consulted on the application and have confirmed that they do not wish to comment on the proposal. As such, it is considered that there are no objections to the development on flooding grounds.

With regard to the surface water drainage, for the fully detailed element of the site the proposal this is largely hardstanding currently, and the proposals would result in a 30% betterment against existing surface water flow rates. It is not clear at this stage whether or not this will require attenuation tanks within the footprint of the building, or a blue roof system on the new build element. However, this is supported by the Council's flood drainage team, and the final design can be secured by condition. Again, relatively limited information has been provided regarding the outline element of the scheme, but the Flood Risk Assessment has indicated a number of measures that could be used, and sets a target of 30 % reduction in surface water flows against the existing position. Therefore, these improvements can be secured through the reserved matters application, and therefore there is no objection to the development on these grounds.

Appendix 1**Report to Development Control Committee B – 8 November 2017****Application No. 16/06828/P & 16/06842/LA: Land At Temple Circus Bristol****(G) WILL THE PROPOSED DEVELOPMENT MAKE AN ADEQUATE CONTRIBUTION TO THE SUSTIANABILITY AND CLIMATE CHANGE GOALS OF ADOPTED PLANNING POLICIES?**

Policies BCS13, BCS14, BCS15 and BCS16 of the adopted Core Strategy give guidance on sustainability standards to be achieved in any development, and what measures to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of a sustainability statement. A sustainability statement has been submitted with this application, which includes a number of measures to improve the environmental performance of the buildings.

A detailed Sustainability Statement has been submitted in respect of Engine Shed 2, which sets out a number of measures designed to improve the performance of the building. This has resulted in a modeled reduction in CO2 emissions against the building regulations baseline of around 10%. In addition to this, it is proposed to include PV panels and air source heat pumps in the building, which will achieve a saving over and above this of 24%. It is also noted that the site is located within close proximity to the Council's emerging heat network, which should be available for a day 1 connection. The applicant is currently in discussions with the Council's Energy team in order to facilitate the connection to this network. The Sustainability Statement also commits the developer to achieving BREEAM 'Excellent' for this part of the development.

With regards to the outline elements of the proposal, as the detailed design has not been considered, it is not possible to provide a final assessment of the sustainability performance of that part of the development. However, this will need to be revisited when the detailed design emerges and this may offer the opportunity for further savings to be made. It is therefore recommended that a condition is attached to the outline element of the scheme to secure further details of the sustainability proposals.

(H) WILL THE PROPOSAL HAVE A HARMFUL IMPACT ON TREES, WILDLIFE AND ECOLOGY IN THE SURROUNDING AREA?

Policy BCS9 of the Core Strategy states that 'Individual green assets should be retained wherever possible and integrated into new development'. It also states that 'Development should incorporate new and/or enhanced green infrastructure of an appropriate type, standard and size. Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision for green infrastructure off site.'

It is noted that there are currently a number of significant trees on site, however within the course of the highway works a number of these trees will need to be removed. However, within the course of the development it is indicated in the submitted documents that the developer would need to remove 16 trees, all of which are located within the outline part of the site. Some of these are relatively significant specimens, although the retention of these trees would significantly limit the development potential on this key site. It is noted that as part of the highway works it is proposed to undertake some additional street tree planting. The development of a new public square will also allow for the planting of a number of new significant trees; the current plan showing 12 new trees in this location. Overall, whilst the proposal would see the removal of trees, it is considered that the overall improvement in the environment will compensate for this. However, with regard to the requirements of policy DM17, in respect of replacement tree planting, it will only be possible to fully assess whether or not the level of replacement planting is adequate at the reserved matters stage, once the finalised plan for Temple Square has been submitted. As such, it is considered that there is no objection to the development on these grounds at this stage, although it will be necessary to undertake a tree survey and replacement planting at the reserved matters stage.

With regard to the potential impact on wildlife at the site, an ecological report was submitted in support of the application. Broadly, the Council's ecologist is satisfied with the contents of this report. It is noted that a bat emergence survey has not been carried out of the Grosvenor. Whilst it is best

Appendix 1**Report to Development Control Committee B – 8 November 2017****Application No. 16/06828/P & 16/06842/LA: Land At Temple Circus Bristol**

practice that this is carried out before a decision is made on the application, given that there is no access to this building at present, this would have to be secured by condition prior to the demolition of this building. Therefore, subject to relevant conditions there are no objections to the development on these grounds.

CONCLUSION

The application seeks planning permission for a hybrid development for an office led development on a currently vacant site. The decision on the application does need to take account of the planning balance, and whilst the proposal offers significant benefits, there is also some outstanding concerns, most significant regarding the impact on historic assets. It is noted that both the Council's conservation advisor and Historic England have concluded that the works to the grade II listed building would result in significant harm. Whilst the development would offer significant benefits, Officers are not currently satisfied that either the benefits of the development would outweigh the level of harm, or that there are no other ways of delivering the benefits of the development, without the level of harm identified.

It is considered that any outstanding concerns with the outline part of the permission can be overcome at reserved matters stage, or by condition, and as such there is no objection to this element of the development. However, this does not outweigh the harm to the listed building referred to above, and on this basis the application is recommended for refusal.

Application no. 16/06828/P**RECOMMENDED REFUSED for the Following Reason:**

1. The redevelopment of the Grade II listed George and Railway Hotel, given the limited level of retention of historic fabric proposed, would result in significant harm to the heritage asset. The application fails to present clear and convincing information to indicate that alternative less harmful approaches, to address the structural condition of the building, are not possible, or that the benefits of the scheme outweigh the level of harm. As such, the proposal is considered to be contrary to policy BCS22 of the Bristol Core Strategy, 2011, policy DM31 of the Site Allocations and Development Management Policies, 2014, and the National Planning Policy Framework.

Application no. 16/06842/LA**RECOMMENDED REFUSED for the Following Reason:**

1. The redevelopment of the Grade II listed George and Railway Hotel, given the limited level of retention of historic fabric proposed, would result in significant harm to the heritage asset. The application fails to present clear and convincing information to indicate that alternative less harmful approaches, to address the structural condition of the building, are not possible, or that the benefits of the scheme outweigh the level of harm. As such, the proposal is considered to be contrary the National Planning Policy Framework and Planning (Listed Buildings and Conservation Areas) Act 1990.

Supporting Documents

6. Land At Temple Circus

1. Photo survey – George & Railway
2. Proposed ground plan
3. Proposed site elevation east
4. Proposed masterplan
5. Maximum building height
6. Basement GF & L1 access & movement
7. Proposed parameter sections

George and Railway – Photo survey (See Statement of Significance submitted by Cotswold Archaeology)



George and Railway – Photo survey (See Statement of Significance submitted by Cotswold Archaeology)



George and Railway – Photo survey (See Statement of Significance submitted by Cotswold Archaeology)



George and Railway – Photo survey (See Statement of Significance submitted by Cotswold Archaeology)





1 Proposed Plan - Ground
1:200

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REV DESCRIPTION DATE CLIENT

| REV | DESCRIPTION | DATE | CLIENT |
|-----|--------------------|------------|---------|
| A | Planning | 12/12/2016 | SKANSKA |
| B | Planning Amendment | 25/08/2017 | |

DETAIL PLANNING APPLICATION

LOCATION KEY



PROJECT Bristol Temple Square

ADDRESS Temple Square, Bristol

GRIMSHAW PROJECT NO. 16008

NORTH



SCALE 1:200 @A1

STATUS Planning

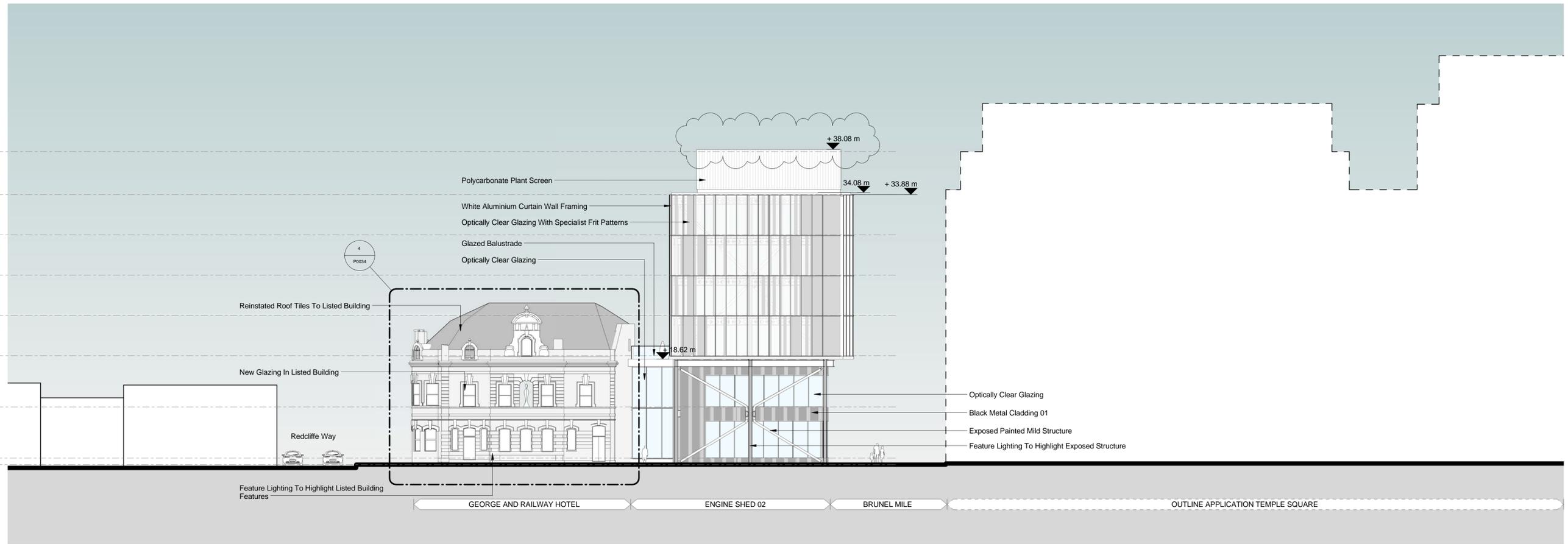
DRAWING Proposed Ground Plan

DRAWN CHECKED AUTHORISED
 VV AK AB

DRAWING NUMBER 16008-GAL-ES02-GF-DR-AX-P0018

REVISION B

- Roof Level
EL. 37.88 m
- Plant Level
EL. 33.88 m
- Level 05
EL. 30.14 m
- Level 04
EL. 26.40 m
- Level 03
EL. 22.66 m
- Level 02
EL. 18.92 m
- Level 01
EL. 14.16 m
- Ground
EL. 9.40 m
- Street Level
EL. 8.80 m



1 PL_ELE E Proposed Elevation 1-200
1:200

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| B | Planning Amendment | 25/08/2017 |
| C | Planning Amendment 02 | 13/10/2017 |

CLIENT

SKANSKA

DETAIL
PLANNING
APPLICATION

LOCATION KEY



PROJECT
Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

SCALE
1 : 200 @A1

STATUS
Planning

DRAWING
Proposed Site Elevation East

DRAWN CHECKED AUTHORISED
SP AK AB

DRAWING NUMBER
16008-GAL-ES02-XX-DR-AX-P0028

REVISION
C



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| A | Planning | 12/12/2016 | SKANSKA |
| B | Planning Amendment | 25/08/2017 | |

OUTLINE PLANNING APPLICATION

DRAWING KEY

- Site Boundary
- - - Development Boundary

PROJECT

Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

NORTH



SCALE
1 : 500 @A1

STATUS
Planning

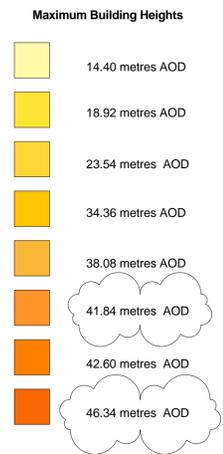
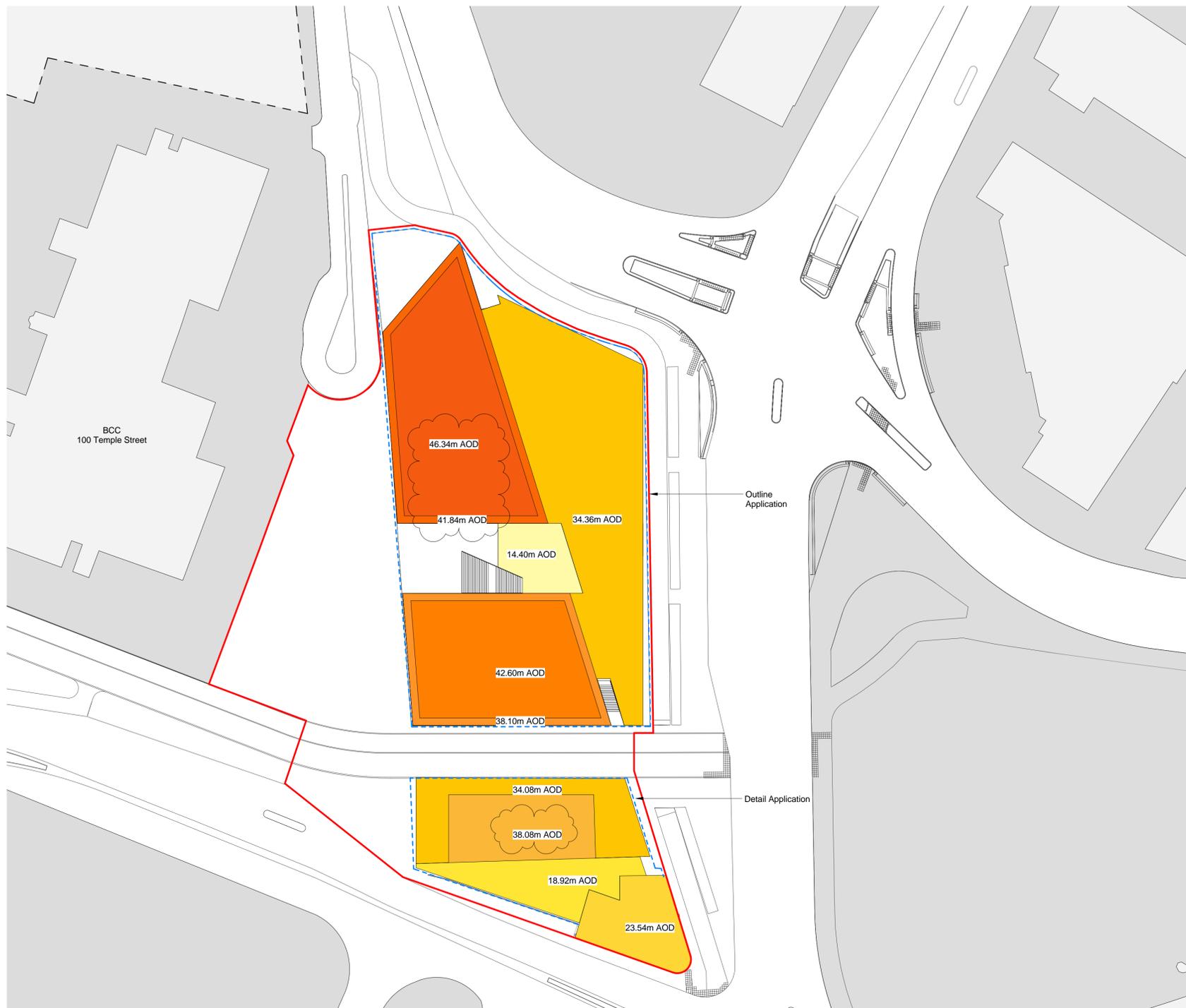
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Proposed Masterplan

| DRAWN | CHECKED | AUTHORISED |
|-------|---------|------------|
| EHP | AK | AB |

DRAWING NUMBER
16008-GAL-MP-00-DR-AX-P0003

REVISION
B



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| B | Planning Amendment | 25/08/2017 | |
| C | Planning Amendment 02 | 13/10/2017 | |

OUTLINE PLANNING APPLICATION

PROJECT
Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

NORTH



SCALE
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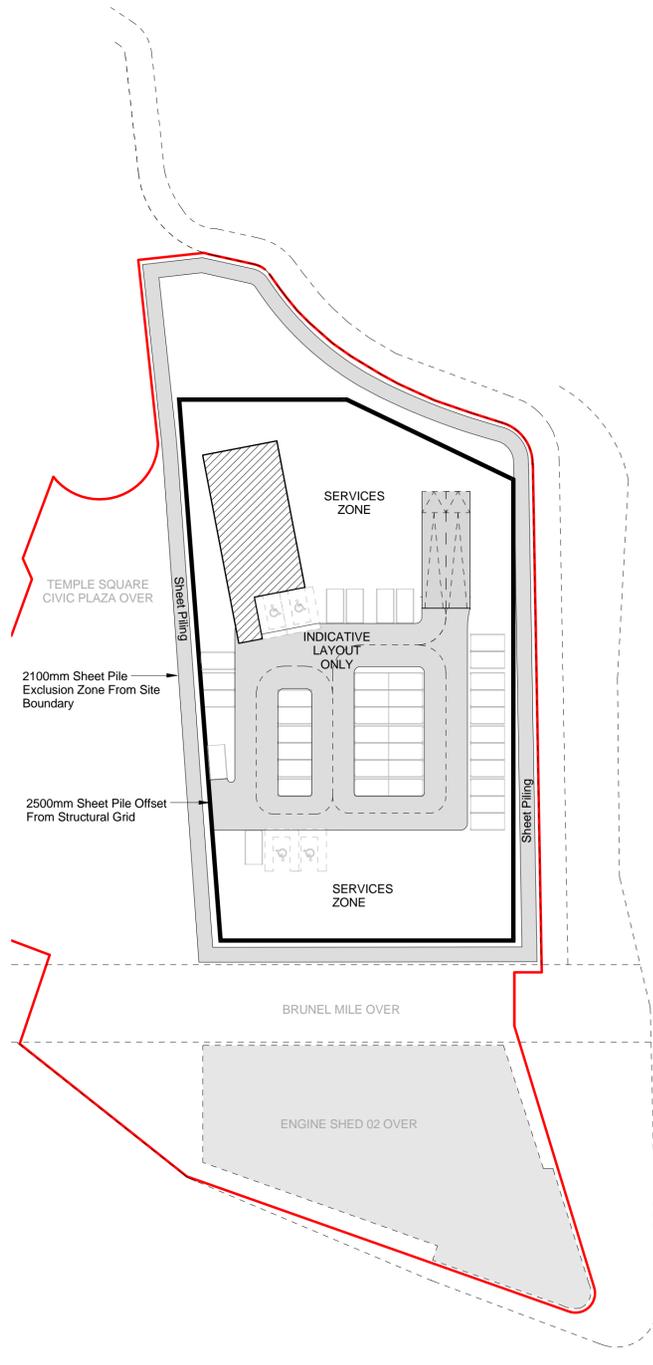
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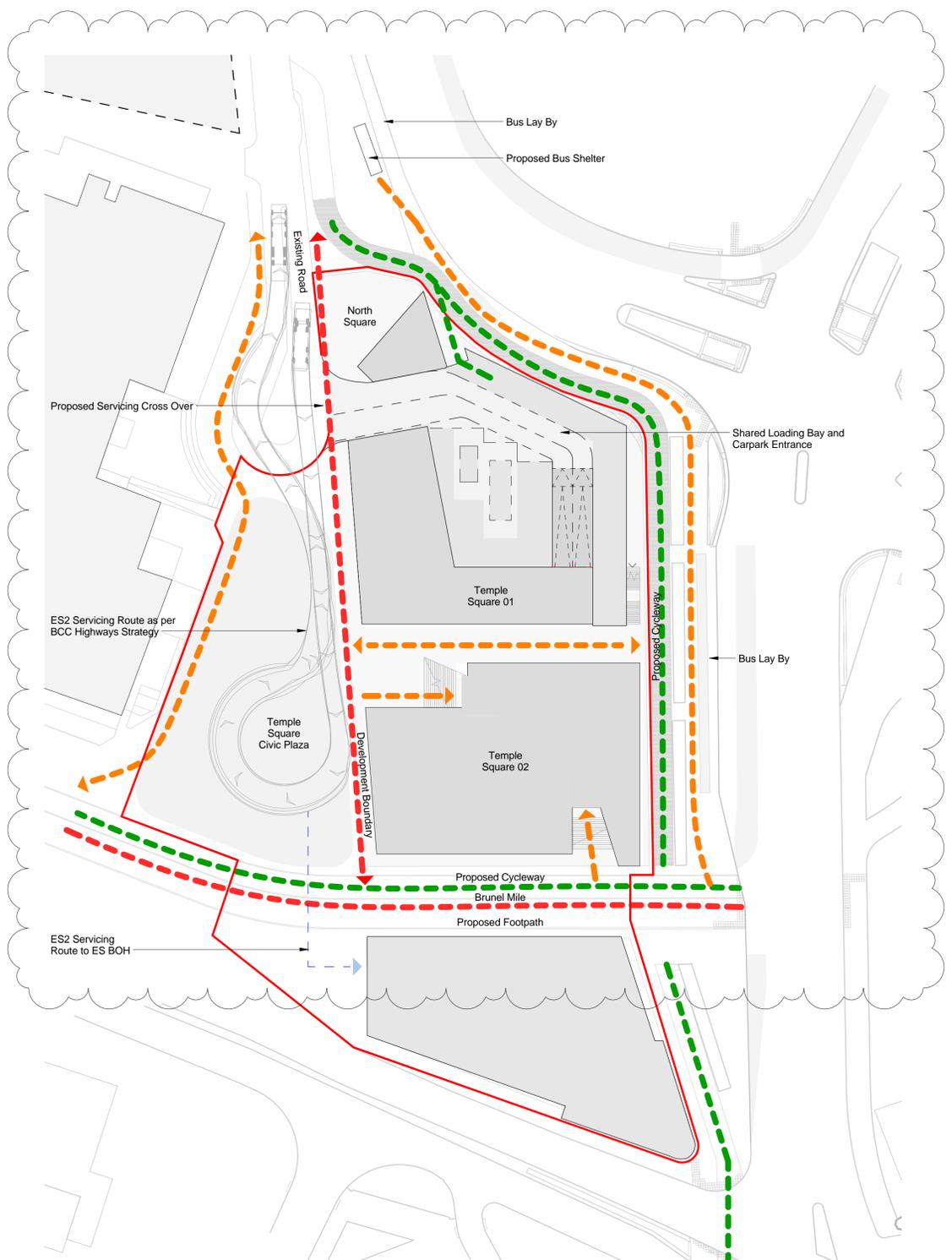
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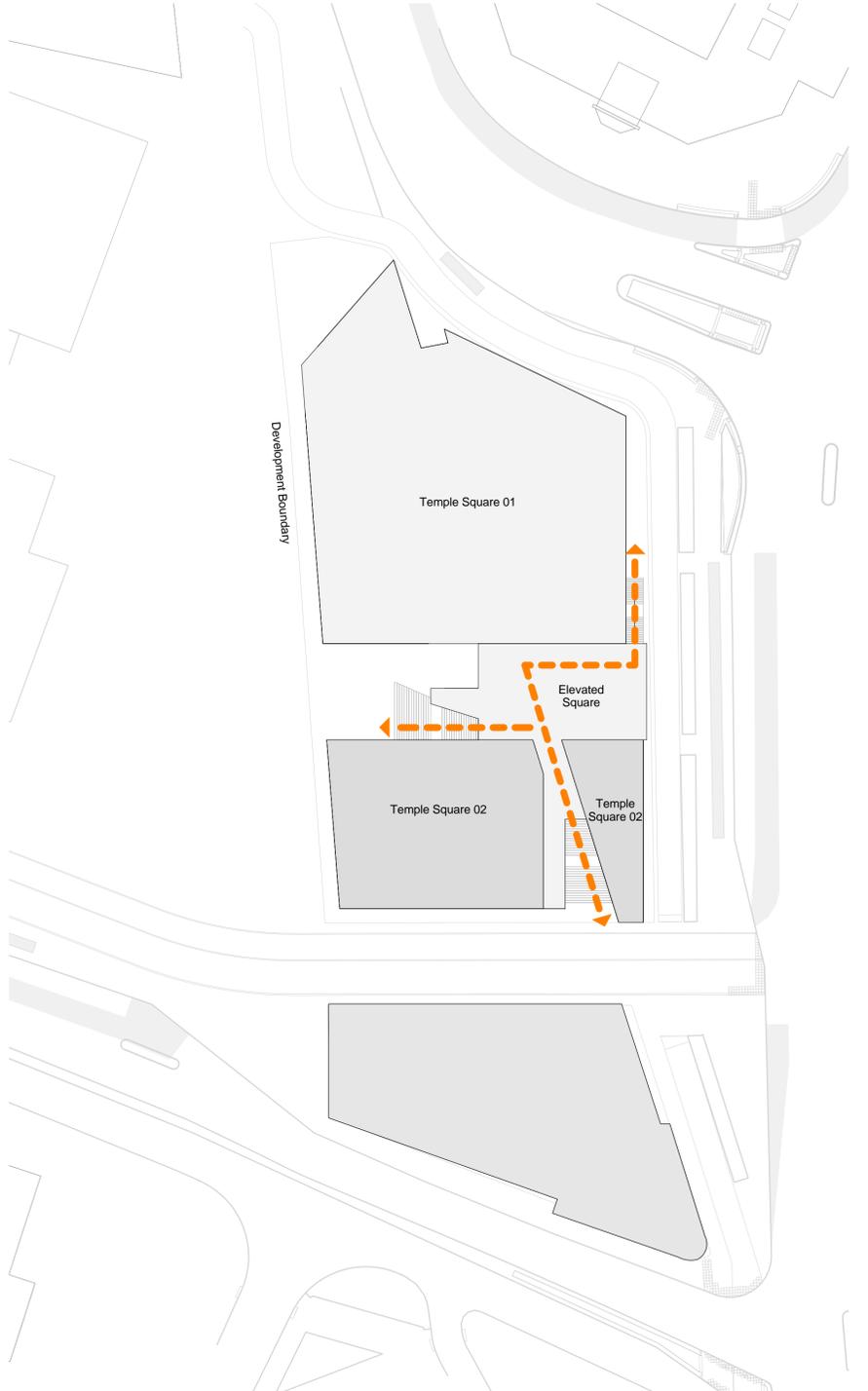
REVISION
C



1 Basement Plan
1:500



2 Ground Floor Access & Movement Plan
1:500



3 Level 01 Access & Movement Plan
1:500

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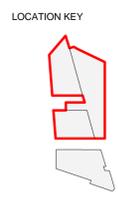
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| C | Planning Amendment 02 | 13/10/2017 | |

OUTLINE PLANNING APPLICATION



PROJECT
Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

NORTH

SCALE
As indicated @A1

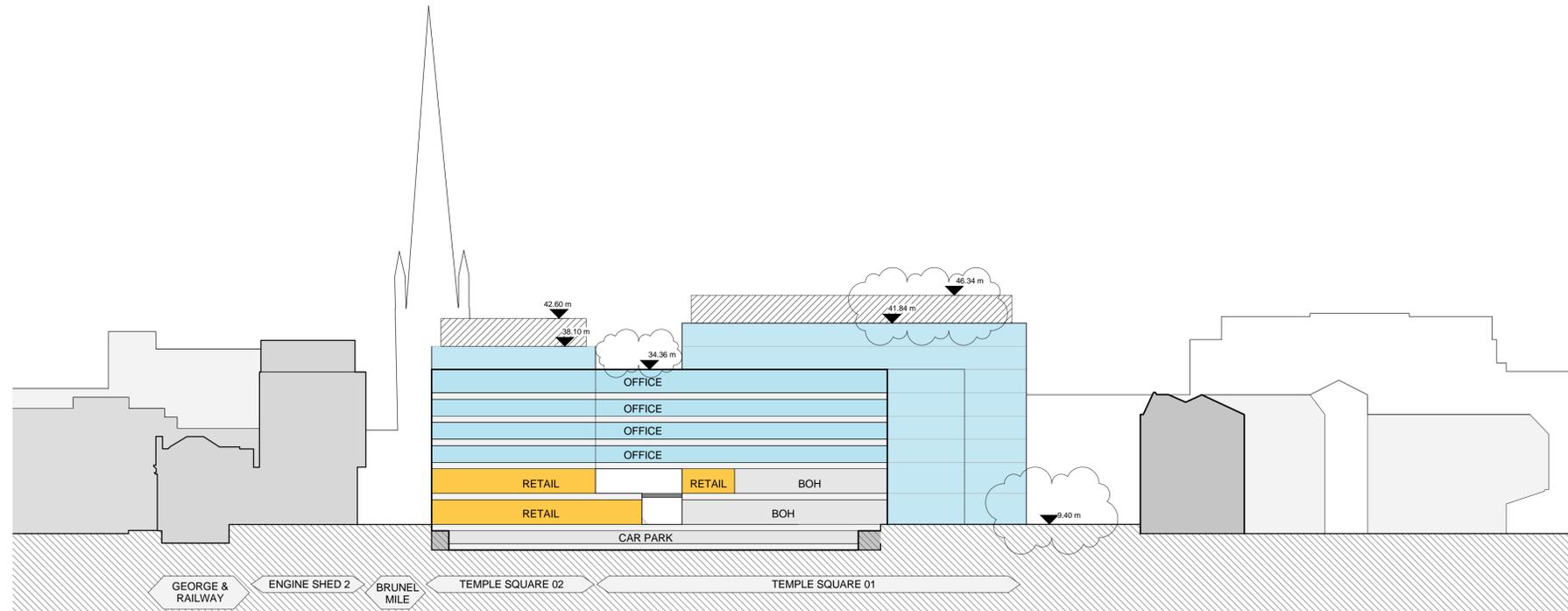
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Planning

DRAWING
Basement, GF and L1 Access and Movement

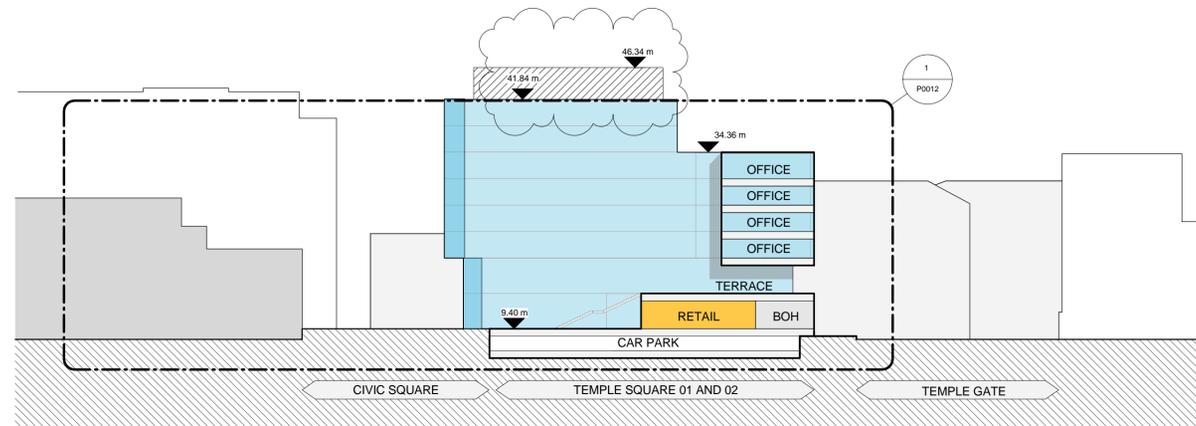
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DRAWING NUMBER
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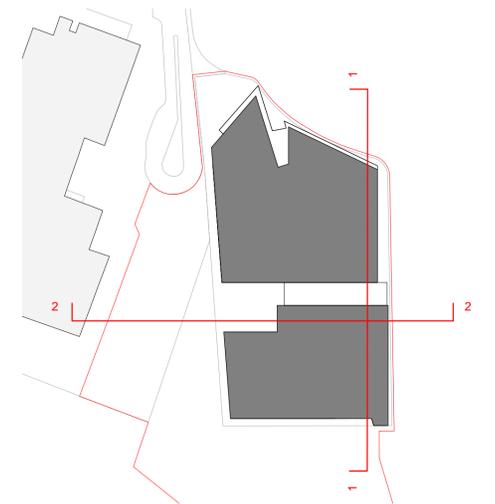
REVISION
C



1 Proposed Development-Long Section
1:500



2 Proposed Development-Cross Section
1:500



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OUTLINE
PLANNING
APPLICATION

LOCATION KEY



PROJECT
Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

SCALE
As indicated @A1

STATUS
Planning

DRAWING
Proposed Parameter Sections

DRAWN CHECKED AUTHORISED
EHP AK AB

DRAWING NUMBER
16008-GAL-TS-XX-DR-AX-P0009

REVISION
C